


RECREATION & OPEN SPACE

PROGRAMS

RECOMMENDATIONS FOR IMPLEMENTING THE RECREATION AND OPEN SPACE ELEMENT OF THE COMPREHENSIVE PLAN OF SAN FRANCISCO ~ PREPARED BY THE DEPARTMENT OF CITY PLANNING

JULY 1973



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PREFACE

The Recreation and Open Space Programs contained in this document were approved by the City Planning Commission on July 19, 1973, and judged by the Commission to constitute appropriate action programs for implementing the newly adopted Recreation and Open Space element of the Comprehensive Plan. The programs identify specific actions for achieving the objectives and policies of the Comprehensive Plan at the regional, shoreline, citywide, and neighborhood levels. They are expected to form the basis for future programs to acquire land for recreation and open space and to carry out other recreation and open space improvements in San Francisco. They also form the basis for staff time allocation within the Department of City Planning.

The Program document is short range in nature, and is intended to be updated approximately every two years. Many program items will be completed in that time, some may need to be deleted, and others may need to be added. The Program document, as it is periodically revised in light of changing conditions, will thus continue to form the framework and principal basis for implementing the Recreation and Open Space element of the Comprehensive Plan of San Francisco.

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I. THE BAY REGION

A. BAY REGION OBJECTIVE AND POLICIES

The newly adopted Recreation and Open Space element of the Comprehensive Plan of San Francisco contains the following Bay Region objective and policies:

OBJECTIVE: Preserve large areas of open space sufficient to meet the long-range needs of the Bay region.

POLICY 1: Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2: Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs and improving public transit service to parks.

POLICY 3: Establish a regional agency responsible for open space regulation, acquisition and management.

B. REGIONAL PROGRAMS

SUPPORTING REGIONAL PLANS

San Francisco should seek to carry out the objectives and policies of its Comprehensive Plan through its representatives on regional planning bodies such as Association of Bay Area Governments (ABAG), Bay Conservation and Development Commission (BCDC), and the North Central Coast Conservation Commission. The City has participated in the formulation of the ABAG Regional Plan and of the Bay Plan, which are consistent with the objectives and policies of the Comprehensive Plan of San Francisco and should continue to be supported by the City. As new regional plans are developed, such as the new East Bay Regional Park District Master Plan, the City should review them to ensure that they are consistent with the Recreation and Open Space objectives and policies of San Francisco. As plans are finalized and adopted, the City should continue its cooperative efforts to lend support to the implementation of the regional plans.

OPPORTUNITIES FOR REGIONAL PARKS AND OPEN SPACE

In the San Francisco Bay Area, there are a number of excellent opportunities for creating new regional parks and open space and for preserving existing open space. Some of the opportunity areas are already in public ownership but require

acquisition as well as recreational development before they can become regional parks.

Peninsula Watershed Lands

San Francisco owns over 60,000 acres of watershed lands in Alameda, Contra Costa and San Mateo Counties. These lands, which have been preserved in a relatively natural state by the Public Utilities Commission, serve as buffer zones to protect the City's water supply. One of the major parcels among the watershed lands is the unique 23,000-acre Peninsula Watershed located just south of San Francisco.

The Peninsula Watershed encompasses a wide range of ecological and geographical features, a number of scenic reservoir sites, and ridge and hill formations which offer dramatic views of the surrounding area. Because of the necessity of protecting the water supply, the reservoir property has not been open to large-scale public recreational use. A 4,000-acre portion of the southern end of the property, however, is currently being considered for recreational development and intensified public use. An environmental study should be undertaken to determine the nature and location of recreational facilities on the site.

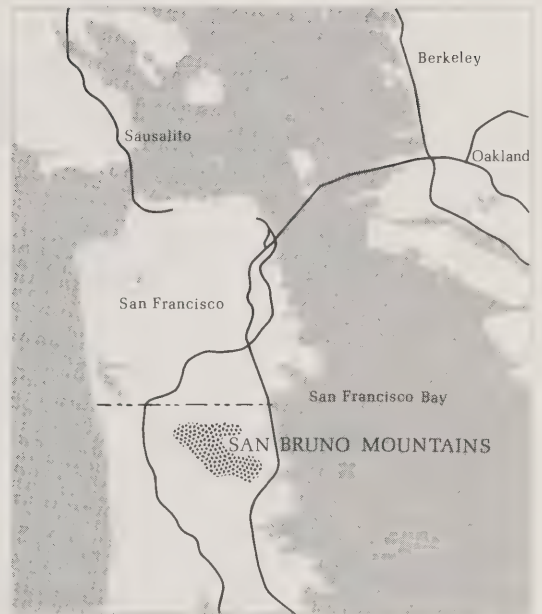
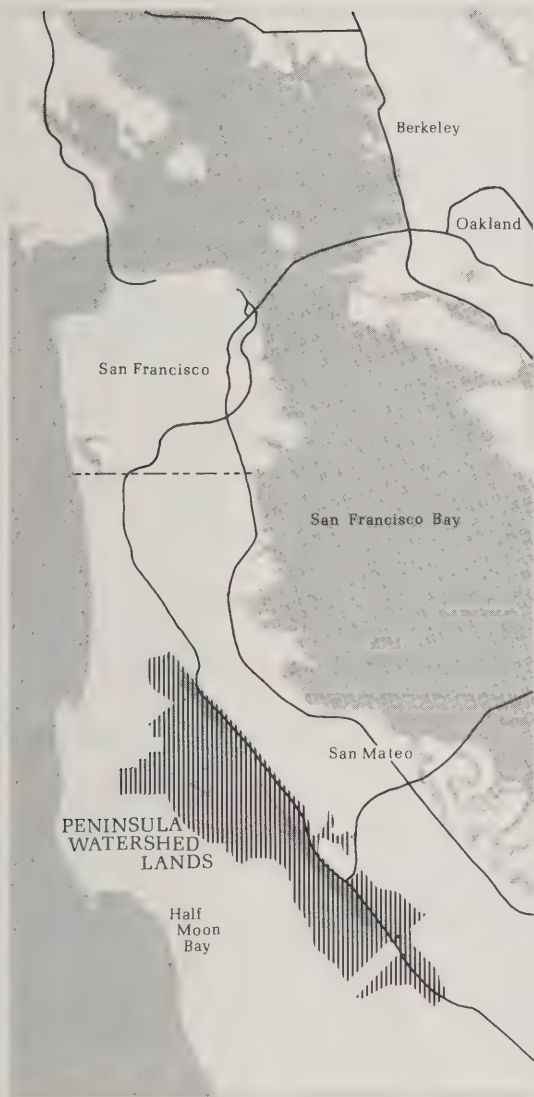
The Committee for Green Foothills, San Francisco Planning and Urban Renewal Association (SPUR), and a number of other citizen groups have been involved in the effort to secure an environmental plan for the site. Cooperation among some of these groups has resulted in the following preliminary guidelines which should be observed in future recreational development of the site.

Develop recreational facilities which protect and improve the natural qualities of the area.

Care should be taken in recreation planning to preserve the natural qualities of the area. Facilities which could be located elsewhere, and those not dependent on a natural environment, should not be developed here. Emphasis should be on mutually compatible facilities, and activities such as hiking, riding, bicycling, picnicking, and nature studies to enhance the area and provide the kinds of recreational opportunities not available in urban centers.

Direct recreational development to the needs of San Franciscans.

The watershed lands are owned by the people of San Francisco and provide an excellent opportunity



to supplement the urban recreation system. Development of the area should, therefore, emphasize:

activities which are of low or no cost to the user such as nature studies, hiking, picnicking, etc.

low-cost public transportation to and from the area from points in San Francisco, especially neighborhoods where recreational opportunity is limited.

Develop plans for the area in close conjunction with relevant agencies and interested citizens.

In order to ensure that the area is developed as outlined above, planning for it should be a cooperative effort. The Recreation and Park Department should be represented in the planning effort as well as groups such as Committee for Green Foothills, Sierra Club, People for Open Space, San Francisco Planning and Urban Renewal Association, or others who are actively involved in recreation and open space planning.

San Bruno Mountain

The San Bruno Mountain range is visually prominent from points throughout San Francisco and has long formed a beautiful and valued natural backdrop to the developed city. Relatively little use is currently made of the mountain area for recreation despite its considerable recreational potential. Close proximity to San Francisco makes this privately owned property a prime development site, and plans are currently under way for a major new San Bruno Mountain residential development.

San Mateo County and the Association of Bay Area Governments have long planned a regional park on San Bruno Mountain. The County originally designated the north saddle of the mountain for park acquisition and recently revised the County Master Plan to change the location of the park to the slope south of the Guadalupe Parkway. Plans by both the County and the developer now call for a 570-acre open space reserve with recreational activities oriented around the natural qualities of the area. Upon purchase of the park by the County, an additional 520 acres within the proposed development will be dedicated by the developer as permanent open space.

The entire ridge line, highly visible from San Francisco, is of major concern to the City. At the present time, the west ridge is proposed for the regional park while the east ridge is

neither scheduled for development nor included in the park proposal. Because of the importance of the ridge to San Francisco, the City should cooperate in any way possible in development planning for the mountain to ensure that the visual integrity of the east ridge line continues to be preserved.

San Mateo County recently approved a charter amendment calling for a 10-cent tax override to finance open space land acquisition in San Mateo County. Because of the visual and recreational importance of San Bruno Mountain, City representatives should participate in regional planning efforts involving the Mountain and should take an active role in seeing that a regional park is established there.

Golden Gate National Recreation Area

In October, 1972, the Act of Congress establishing the Golden Gate National Recreation Area was signed into law. The Act seeks to preserve significant undeveloped coast and headland areas in San Francisco and Marin Counties by placing some 34,000 acres of land and water under Federal jurisdiction as a national recreation area.

The boundaries of the Golden Gate National Recreation Area, which are shown on the accompanying maps, extend from the town of Olema in Marin County southward, paralleling Point Reyes National Seashore, to Bolinas Lagoon and then approximately 22 miles along the Pacific Ocean to the north end of the Golden Gate Bridge. In San Francisco the Golden Gate National Recreation Area extends from Fort Funston along Ocean Beach through Lands End, Lincoln Park, and Phelan Beach. In the Presidio, Baker Beach and Fort Point have been donated to the Recreation Area, and 45 acres of Crissy Field are to be donated within a "reasonable time." Other land within the Presidio will be transferred to the jurisdiction of the Golden Gate National Recreation Area if it proves to be excess to ongoing military operations. The Marina, Fort Mason and Aquatic Park, Alcatraz and Angel Island are also included in the boundaries of the Golden Gate National Recreation Area.

The entire area is composed of both undeveloped, rugged open land suitable for camping and hiking, and heavily utilized urban park lands. Much of the land in the recreation area is in public control divided among local, State, and Federal jurisdictions. Federal properties, mainly military fortifications, will be retained as historical defense installations and will eventually be available for public use as units of the recreation area. The State-owned lands within the recreation area will continue to be managed by the State of California in conformity with adjacent Federal properties. No transfer of jurisdiction of these properties is contemplated at this time. Negotiations are now being undertaken regarding future administration of City-owned properties.

GOLDEN GATE NATIONAL RECREATION AREA

SAN FRANCISCO & MARIN COUNTIES, CALIFORNIA

POINT
REYES
NATIONAL
SEASHORE

SAMUEL P. TAYLOR STATE PARK

SAN RAFAEL

AUDUBON
CANYON
RANCH

BOLINAS

STINSON BEACH

MT. TAMALPA

STATE
PARK

MUIR
WOODS N.M.

MILL
VALLEY

MUIR BEACH

PACIFIC
OCEAN

SAUSALITO

RODEO LAGOON

SAN
FRANCISCO
BAY

ANGEL
ISLAND
STATE
PARK

ALCATRAZ

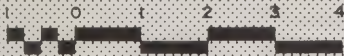
FORT POINT N.H.S.

PRESIDIO

GOLDEN GATE PARK

SAN FRANCISCO

FORT FUNSTON



SCALE IN MILES



BOUNDARY



MAJOR ROADS

Alcatraz

SAN FRANCISCO BAY

Fort
Mason

Fort
Point

Crissy
Field

Aquatic
Park

Marina
Green

LOMBARD

Bakers Beach

PRESIDIO OF
SAN FRANCISCO

Phelan
Beach

CALIFORNIA

VAN NESS

Lincoln Park

GEARY

PARK-PRESIDIO

ARGUELLO

FELL
OAK

DIVISADERO

MARKET

FULTON

LINCOLN

SEVENTH

NINETEENTH

SUNSET

Ocean
Beach

GREAT HIGHWAY

SLOAT

OCEAN

MISSION

Fort
Funston

(Federal)

SKYLINE

LAKE MERCED



GOLDEN GATE NATIONAL RECREATION AREA LANDS INCLUDED IN SAN FRANCISCO

The Golden Gate National Recreation Area is officially under the jurisdiction of the Secretary of the Interior; a Golden Gate National Recreation Area Advisory Committee will be appointed by the Secretary of the Interior to guide in the early stages of planning for the facility. Provision has also been made in the enabling legislation for a transportation study which will recommend methods of providing a coordinated public and private transportation system to and within both the recreation area and other units of the National Park System in Marin and San Francisco Counties.

Within the recreation area, there are 16,000 acres of private property to be acquired. The Cliff House-Sutro Baths site is located in San Francisco; the remainder of the property is in Marin. Up to \$61 million has been authorized by Congress for purchase of private property, but relatively little money has been appropriated.

Sutro Baths-Cliff House

The Sutro Baths-Cliff House site is one of the most significant sites among the private lands remaining to be acquired for the Golden Gate National Recreation Area. The site has a prominent location on the San Francisco headlands, and its outstanding natural qualities together with this unique location make it especially important to San Francisco. Public acquisition of the site has long been sought by public agencies and citizen groups alike.

The Sutro Baths-Cliff House site is a vital link in an unbroken stretch of natural public open space along San Francisco's coastline. The site itself is unique. Its 12.5 acres consist of two promontories including Point Lobos which rises 120 feet above sea level at its highest point, a hillside area on which are located two spring-fed reservoirs, and the large rock known as Flagstaff Rock connected to the beach by a narrow causeway. Two large tunnels which pass beneath the Point Lobos promontory open out to excellent views of the Golden Gate and the Marin Headlands.

Because of the site's importance to San Francisco and the Golden Gate National Recreation Area, and because land values are likely to increase, some action should be taken to use appropriated funds to remove the property from the private market. The best approach to financing may be to use a down payment and annual installments system to purchase the property rather than a lump sum payment. San Francisco should urge Congress to make funds available to acquire this property as soon as possible.

Alcatraz

Alcatraz also has a special significance to San Francisco, and efforts should be made to preserve an open space character



SUTRO-CLIFF HOUSE RECREATION AREA

on the island. The inclusion of Alcatraz in the Golden Gate National Recreation Area offers a unique opportunity for establishing a recreation area in the San Francisco Bay. No proposals for major new development on Alcatraz should be entertained. Recreational use should protect historical aspects of the island by retaining remaining portions of Old Fort Alcatraz fortifications, later garrison facilities, and some portions of the Federal Penitentiary. The majority of the buildings without historical merit should be removed, and other available land on the island developed for recreation in such a way as to enhance the island's natural qualities.

The establishment of the Golden Gate National Recreation Area is a major achievement in preserving undeveloped lands for public use in Marin and San Francisco. A great deal of work remains to develop the Golden Gate National Recreation Area into a well-planned and useful recreation resource. The City should concentrate on several specific actions:

1. Cooperative planning with the Department of the Interior to ensure that Fort Funston, Ocean Beach, and the City-owned portion of Fort Miley are turned over to the national park;
2. Cooperative planning with the Department of the Interior and the Citizens Advisory Committee to provide for a variety of public recreational uses and adequate conservation measures within the park, consistent with the proposals in this report.
3. Active pursuit of Federal funds to acquire the Sutro Baths-Cliff House as quickly as possible.

ESTABLISHING A REGIONAL OPEN SPACE AGENCY

The regional policies call for the creation of a regional agency responsible for open space regulation, acquisition and management. In the San Francisco Bay Area, the possibility of preserving large quantities of open space would be greatly enhanced by a regional agency of this type. Although individual counties have increasingly taken measures to preserve open space within their boundaries, additional cooperative measures could result in acquisition of more regional open space, and in more efficient management of open space resources. The agency responsible for open space should also be responsible for related functions such as transportation and air and water quality.

There are several powers which a regional open space agency should have to be effective. It should have the authority to enact a regional open space plan. The Association of Bay Area Governments has already developed an extensive regional open space plan which should be reviewed by an open space agency and serve as the basis for open space acquisition. Priorities should

be determined among the properties designated in the plan, and acquisition should proceed by the agency itself, as well as by individual counties.

A regional open space agency should also have the power of eminent domain to acquire open space in conformity with the regional plan. A bill has been introduced into the State Assembly giving the power of eminent domain for open space purposes to individual counties, and if a multi-county agency were established, the authority should be extended to it. A regional open space agency should also have the power to manage and develop the regional open space system. Coordinated management of open space resources on a nine-county basis would allow coordination of management efforts for a number of open space related purposes, and would ensure that recreational opportunities were developed with a minimum of duplication, and a maximum coordination of opportunity with region-wide need.

Finally, the open space agency should be empowered to raise money for the purposes mentioned above. The agency should be able to levy a limited amount through taxation if additional funds are needed for open space acquisition, development, and management. It would be essential that the legislation adequately distinguish between open space which is regional in character or impact and that which should be subject to continued local control. Furthermore, the legislation would have to assure that the City is adequately represented on the governing body of the agency, and that, if appropriate, some regional open space be acquired in San Francisco.

Subject to these conditions, San Francisco should support establishing a regional open space agency which will provide San Franciscans with increased recreational opportunity, and will ensure preservation of remaining open space resources in the nine county Bay Area.

II. THE SAN FRANCISCO SHORELINE

A. SHORELINE OBJECTIVE AND POLICIES

The Recreation and Open Space element of the Comprehensive Plan contains the following San Francisco Shoreline objective and policies:

OBJECTIVE: Maintain an unbroken stretch of public open space from Fort Funston through Aquatic Park. Retain the natural character of open space areas from Fort Funston to the eastern edge of the Presidio. Develop open spaces and recreation facilities which complement the urban character of the northern waterfront and Bay shoreline.

POLICY 1: Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.

POLICY 2: Improve the quality of existing shoreline recreation areas.

POLICY 3: Provide new public parks and recreation facilities along the shoreline.

POLICY 4: Preserve the open space and natural character of the Presidio.

B. SHORELINE PROGRAMS

DEVELOPING AND APPLYING SHORELINE CONTROLS

Policy 1 calls for a shoreline zone within which certain land uses would receive priority. Other land uses would be permitted under certain conditions, and still others would be prohibited. The policy states that development within the zone should be required to provide certain types of public open space, well suited for public access and designed for maximum physical and visual contact with the water, and should be required to adhere to certain urban design specifications.

In order to apply these concepts to the shoreline zone in a systematic way, the extent of the zone needs to be considered and appropriate methods for the City Planning Commission to apply development controls within the zone need to be explored.

Much of the land area within the shoreline zone is either owned by or subject to regulation by various public agencies. The Recreation and Park Department, the United States Army, the North Central Coast Regional Commission, the San Francisco Bay Conservation and Development Commission, the Golden Gate National Recreation Area, and the Port Commission all play major roles on the shoreline. Appropriate steps should be taken to make the development controls imposed by these bodies consistent with the City's development controls, and to coordinate all regulatory measures with the intent of the policy statement.

REVITALIZING EXISTING SHORELINE AREAS

Ocean Beach-Great Highway

The Great Highway, between Sloat Boulevard and Fulton Street, is currently a seven-lane, high-speed trafficway on park land along Ocean Beach. Pedestrian access to the beach from parking areas is so seriously inhibited by traffic that outer lanes have been striped off and arterial stop signs installed at intervals in an attempt to slow traffic. The only alternative access for pedestrians is tunnels beneath the roadway which are too narrow, widely spaced, and poorly lighted and maintained.

In response to requests from neighborhood groups, the City Planning Commission asked that the Department of City Planning study the function of the roadway and prepare a plan for its improvement. The main principles of the plan are:

Reclamation for park use of as much land as feasible from the existing excessive right-of-way.

Keeping the Great Highway free from visual obstructions to the extent possible.

Establishment of this roadway as a scenic recreational drive through a park area.

Giving priority to convenient and easy pedestrian and bicycle access to the beach along its full extent.

The plan was prepared in conjunction with the Department of Public Works, the Recreation and Park Department and involved citizen groups, especially the Sunset-Parkside Education and Action Committee. It has, in addition, been endorsed in principle by the Recreation and Park Commission and by the Fire, Safety and Police Committee of the Board of Supervisors who have also directed the Department of Public Works to develop more detailed plans. Additional study remains to be done on the problem of sand and erosion control on the roadway.



The Golden Gate National Recreation Area has been established since the redesign plan was developed. The Great Highway is, of course, a principal border and access path to this national recreation area, and should eventually be included in it.

The City should pursue implementation of the Great Highway plan through a number of actions:

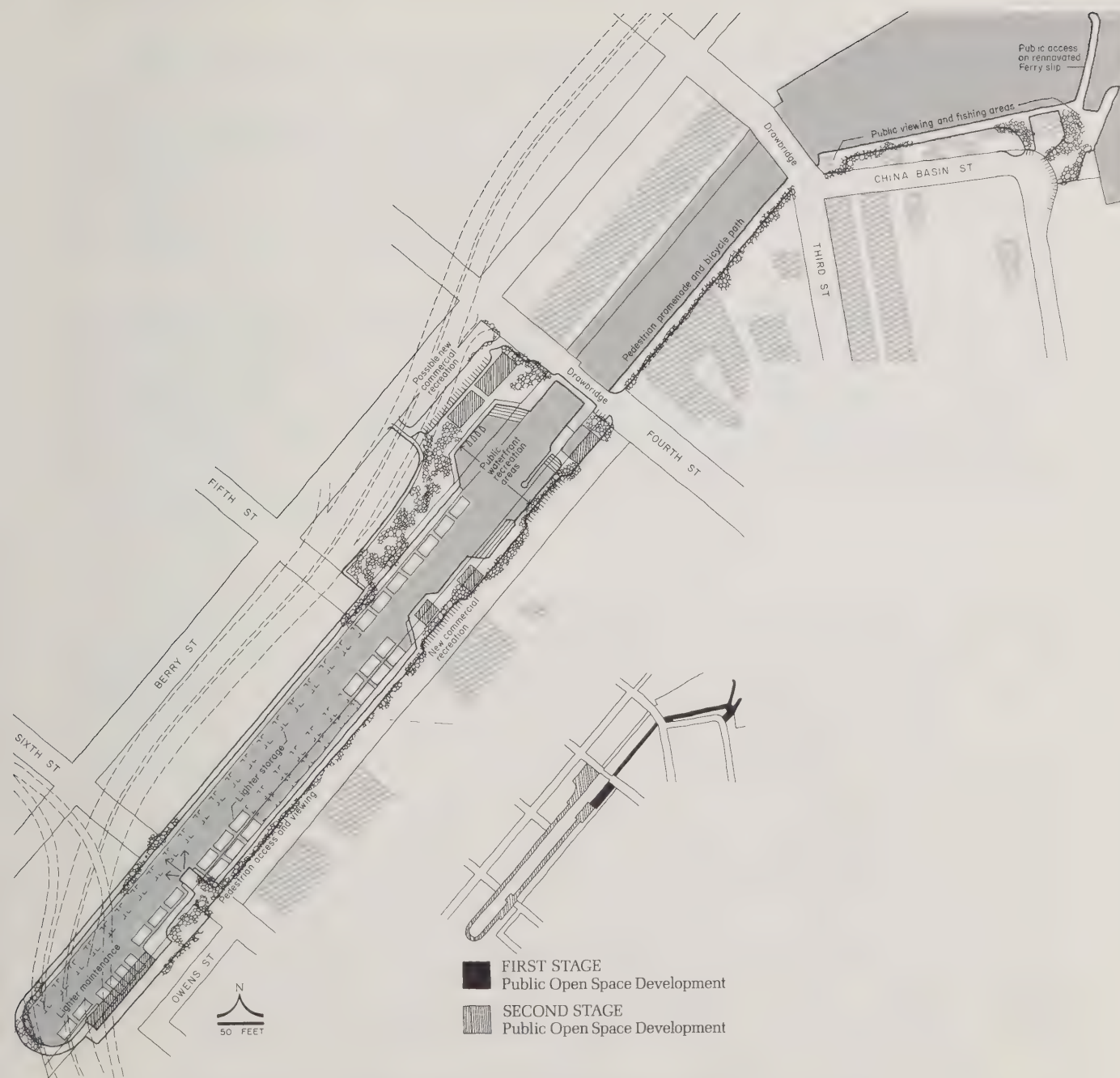
1. The Department of Public Works should develop more detailed plans and cost estimates for the Great Highway redesign.
2. The City should continue negotiating with the Department of the Interior to have the Great Highway included in the GGNRA, and to have the redesign plan implemented by the Federal government as part of the development of the GGNRA.
3. If the Great Highway cannot be included in the GGNRA, the project should be scheduled in the City's Capital Improvement Program.

BUILDING NEW WATERFRONT PARKS

Major opportunities for new parks exist on San Francisco's northern and eastern shorelines. These opportunity areas are shown on the plan maps, and some are discussed in more detail on the following pages. The sites vary a great deal. Most of them are under the jurisdiction of the Port Commission, others are privately owned. Conversion of these sites to recreational use will depend on a number of factors such as Port activities, availability of funds, and community support. The following program statements are intended to show the kinds of recreational development which might occur when acquisition and development money is available.

China Basin Channel

China Basin Channel has excellent potential for waterfront recreation that should be developed in several stages. During the first stage (1973-1976), recreational improvements should concentrate on the channel's south side from between Fourth and Fifth Streets east to and including the ferry slip. Improvements in this stage should be oriented toward providing waterfront recreation spaces that are clearly marked and conveniently accessible to the public. The current restaurant use south of the Fourth Street bridge could be expanded and the nearby piers improved for public access. During the first phase the south shoreline east of the Fourth Street bridge should also be made available for public access and planted as a permanent esplanade for viewing Port activity along the channel. This esplanade should continue east to the ferry slip and adjacent area. The



CHINA BASIN CHANNEL RECREATION AREA

Port has indicated that the slip could be improved as a temporary public fishing and viewing area until development plans are known for adjacent piers.

Some second stage recreation developments should occur on the north side of the channel between Fourth and Fifth Streets near the drawbridge. This development should be related to earlier development across the channel and should provide a more park-like area with maximum water access and areas for sitting, viewing, fishing and, if feasible, limited small boat docking. The area is privately owned and will require additional planning to develop these recreational uses.

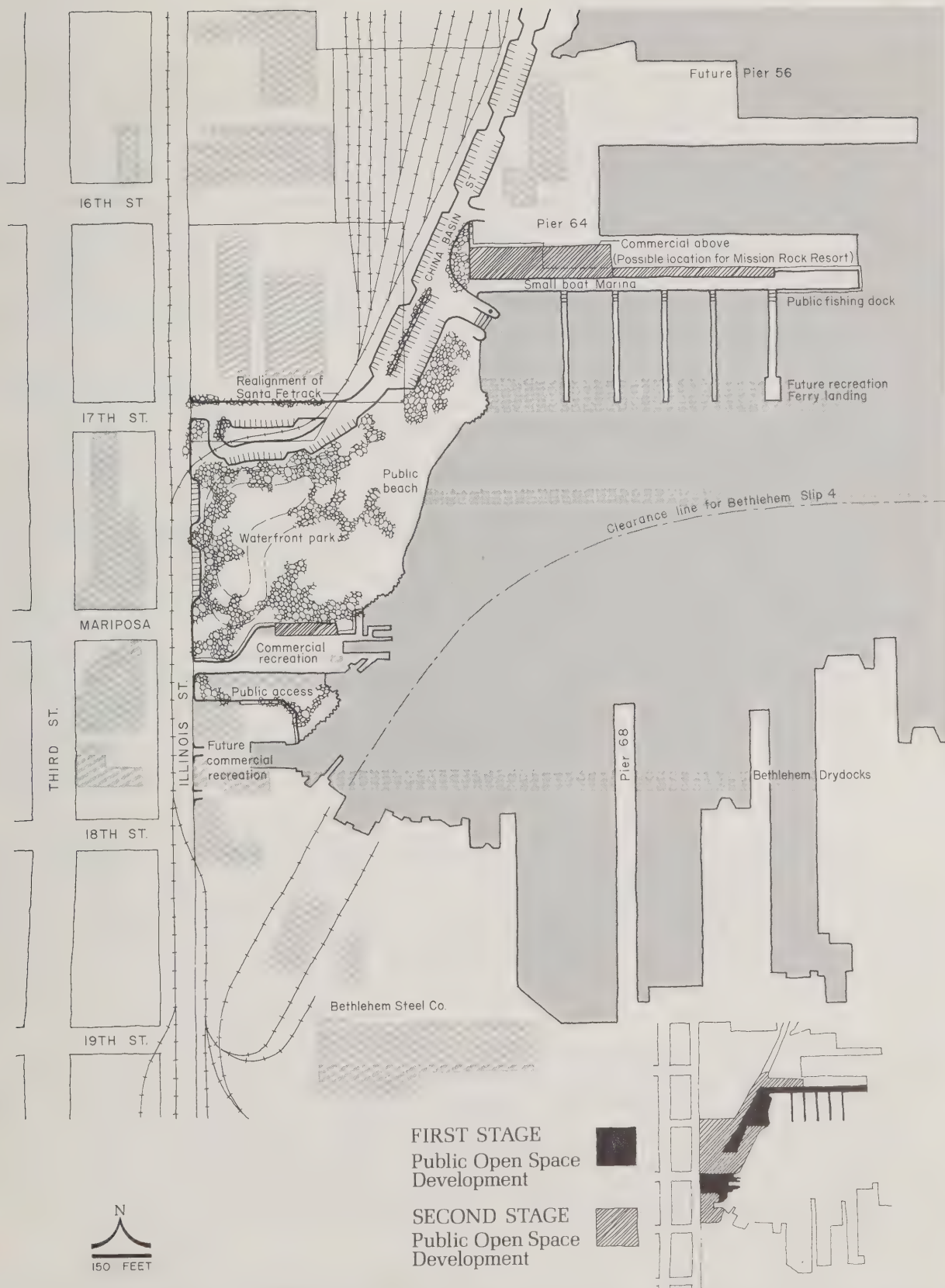
As future maritime uses of the channel are developed by the Port for lighter storage and maintenance, recreational uses should be expanded. Continuous pedestrian access should be provided around the channel for viewing Port activity. Compatible recreation and Port uses can be developed on the channel that assure safety for pedestrians and security for Port operations. Any development on the channel should emphasize maintaining and enlarging the water area and should be determined in conjunction with stringent water quality controls.

Central Basin

In keeping with the shoreline policies, a major new waterfront park should be provided at Central Basin. The development of the recommended 12-acre area should occur in two stages. The first stage, to be concentrated east of China Basin Street and north of Mariposa Street to Pier 64, should be designed to meet citywide needs for waterfront recreation and create a new environment conducive to recreation. To establish a significant initial area, the deteriorating oil wharf south of Pier 64 should be removed or rehabilitated for public recreational use. Eventually, this area could be developed into a small public marina and ferry landing as additional open space and parking is provided. Due to strong currents, thorough study will be required to determine safe locations for small craft in the Basin area. Existing boat clubs and restaurant use should be encouraged to remain although relocation will be required in the second stage of open space development. In this stage, the City should expand the park west to Illinois Street and south to Seventeenth Street, realigning China Basin Street and relocating some maritime industry elsewhere on the waterfront. South of Seventeenth Street it would be appropriate to maintain commercial-recreation services with public access where necessary. During these phases, recreation and Port facilities should be well coordinated so that neither will interfere with the other.

Ferry Plaza

Construction of this platform, recommended in the Northern Waterfront Plan, is now complete. The platform, to protect the



CENTRAL BASIN RECREATION AREA

underwater BART subway tube, has been constructed by BART. Careful consideration should be given to the design of and access to all buildings and grounds in this prominent waterfront location to make optimum public use of the site, preserve views and to ensure compatibility of design and function with the nearby Justin Herman Park and Market Street. Development on the platform will provide landscaped public areas for sunning and fishing and a small promenade to encourage pedestrian recreation use. A restaurant leased by the Port is also proposed. Vehicular access to the platform should be limited to service only with on-shore areas provided for restaurant parking.

Warm Water Cove

As with other sites on the eastern shoreline, new park development at Warm Water Cove should occur in two stages geared to immediate and long-range types of improvements. First stage improvements should occur on the Twenty-fourth Street and Maryland Street rights-of-way as well as on the private lands which form the southernmost shoreline portions of the recreation site. These improvements should be oriented to fishing and creation of usable shoreline in the southern cove. Emphasis should be upon improving access to the site by paving and landscaping Twenty-fourth Street and making existing fishing areas usable by installation of windbreaks, fish-cleaning facilities, and sitting areas. PG&E, adjacent to this site, has already shown their commitment to maintain and improve the cove for public use. Additional City improvements should be done in cooperation with the utility company.

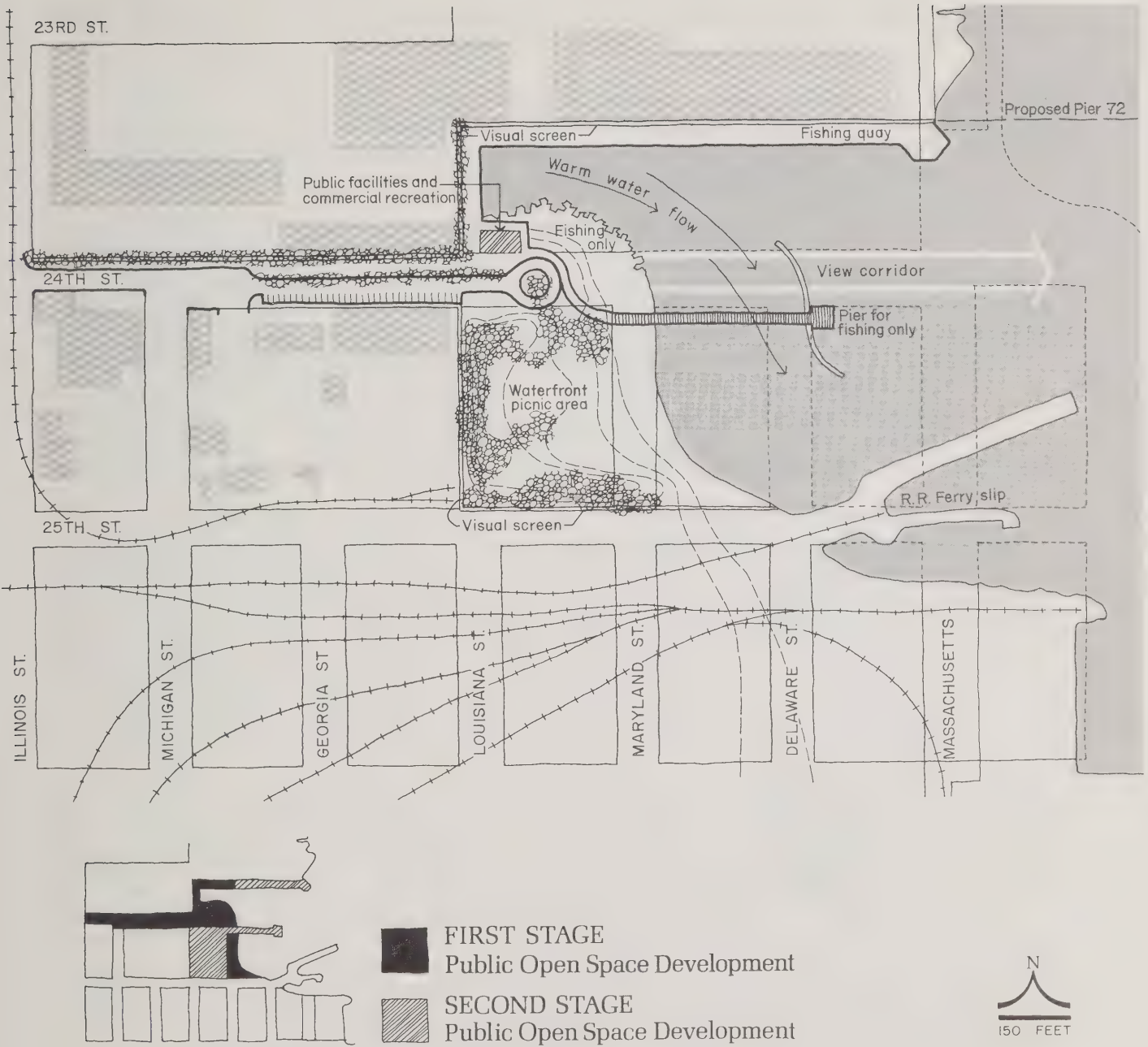
Later stages should acquire the privately owned site at the southwest corner of the recreation area and provide for additional uses compatible with the fishing-based park development. This development might include a fishing pier, landscaping, picnic facilities and small leased commercial uses if directly related to fishing, such as food concession and bait shop.

View Areas Between Piers

A number of overlooks which are intended to give pedestrians access to a range of waterfront activities have been proposed in the Northern and Central Waterfronts. Overlooks constructed by the Port will provide usable, attractive areas for sitting and viewing Port activities with minimal interference of Port operations. They should be well-designed and generously planted, and might have displays to explain Port history and current activities.

Islais Creek Site

Public access areas will be provided on two small sites at the Islais Creek channel. The Port is committed to develop small observation areas and fishing sites on both banks adjacent to the



WARM WATER COVE RECREATION AREA

east side of the bridge. Plans jointly developed by the Department of City Planning and Port call for landscaped areas for resting, viewing, and fishing.

In the event that the turning basin area becomes unnecessary for the Port's LASH facilities, it should be used for recreational purposes, and the possibility of a small-craft marina which does not interfere with Port traffic should be explored.

South Basin/Candlestick Point/Candlestick Cove

An 85-acre park is proposed in the South Bayshore Plan for Candlestick Point and the surrounding areas. Development of the point, with some fill, will create a spacious park and a sheltered cove for aquatic recreation. The northern end of the point is intended for active recreation, including marina piers and commercial-recreation uses such as restaurants, shops, and entertainment. This active northern portion of the point will provide San Francisco with a unique urban waterfront environment.

The southern portion will be, in contrast, a natural park area, thoroughly planted on well-designed land contours. This park should provide areas for field sports and court games, and be a center for amateur athletics for the neighborhood. Ample areas for trails, picnic tables, and shallow beaches should also be provided. The immediate shoreline areas would be used for strip park development, with an adjoining scenic drive. At Candlestick Cove a residential development is proposed for along the shoreline, with continuous public access to the Bay.

Funds in the amount of \$10 million have been included in the current State budget for acquisition of land at this location. The concept of a park here has been approved and supported by a number of agencies, including the City Planning Commission, the Recreation and Park Commission, the Bayview-Hunters Point Model Neighborhood Commission, the Bay Conservation and Development Commission, and the Board of Supervisors. Although precise boundaries and detailed planning remain to be done, and although questions regarding jurisdiction have not been decided, the acquisition of the site at this time by the State of California is strongly supported by the City. Acquisition of the land at Candlestick Cove is a major step toward the realization of the long-awaited Candlestick Shoreline Park.

India Basin

India Basin, the second major new park recommended in the "South Bayshore Plan", is an ideal site for recreational development. The Basin is a sheltered natural cove, and is adjacent to the Hunters Point and South Bayshore neighborhoods which have a need for new recreation space.



- FIRST STAGE
Public Open Space
Development
- SECOND STAGE
Public Open Space
Development



INDIA BASIN RECREATION AREA

The first stage of recreational development should begin between the PG&E plant and the existing boat-yard facilities at Griffith Street. PG&E has long intended to cooperate in efforts for developing the basin into a recreation area so that fishermen may benefit from the warm water flow and others may enjoy recreation uses on land currently vacant. The existing boat yards should be maintained and improved, and as the area develops, be linked to a new public marina east of them. Most of the first stage work should be concentrated on building a new large shoreline park north of Hudson Avenue. Adequate parking will be necessary and some fill may be required to enlarge this area for recreation use. The vacant war-housing hillside west of this new park should also be landscaped and made available for picnicking, overlooking the shoreline activities.

As development progresses to the second stage, the emphasis should be directed toward expansion of appropriate commercial-recreation uses and providing a public marina and parkland north of Fitch Street. At this time the proposed LASH cargo Pier 98 may be complete, and pedestrian access should be provided along its shoreline from the India Basin Park.

PRESERVING THE PRESIDIO

The Presidio is an important recreation and open space reserve in San Francisco. Baker Beach has been included in the Golden Gate National Recreation Area, and Crissy Army Airfield is to be transferred to the park within a reasonable time. The remaining portion of the Presidio would remain under the jurisdiction of the Department of the Army to be transferred, all or in part, to the Department of the Interior only when found by the Department of Defense to be in excess to its needs.

New construction activities in the Presidio must now be limited to those supporting relocations of facilities affected by the Golden Gate National Recreation Area Act or those facilities related to essential missions of the U.S. Army. Construction on presently undeveloped open space may be undertaken only after prior consultation with the Secretary of the Interior except with respect to Letterman Army Medical Center and Western Medical Institute of Research.

In order to promote cooperative planning between the City and the Army, a "Memorandum of Understanding" has been developed. Portions of this agreement read as follows:

I The intent of this memorandum of understanding is to foster a harmonious relationship between the City and County of San Francisco (hereafter City) and the Presidio of San Francisco (hereafter Presidio), so that both the City and the Presidio will have information regarding master planning, construction, and real estate utilization in those areas of common concern.

II The Army has long practiced conservation of the Presidio's natural resources. As a result, the Presidio of San Francisco was designated a registered National Historic Landmark, a tribute to the history of the West, handed down to all the people of the United States of America from the Kings of Spain.

III The City and County of San Francisco is dedicated to the conservation of the last remaining open spaces and to the retention of the panoramic vistas of the magnificent Bay of San Francisco. In order to seek mutual objectives, satisfy common concerns, and protect the natural aesthetics of the Presidio and surrounding areas for enjoyment by all people of the United States, a mutual understanding of master plans for development of common concern areas will act to benefit both parties.

IV To this end such a Master Plan includes but is not limited to the following:

1. Areas of existing major trees that should remain.
2. Areas that should remain as open space.
3. Areas with significant vistas.
4. Location of major thoroughfares and/or parkway systems.
5. Placement of other transportation and/or land use facilities.

V This memorandum does not confer or surrender any authority beyond that already possessed by each party concerned. With this in mind, the parties of this memorandum agree that:

1. For the City, the Director of City Planning Department shall be the responsible designee.
2. For the Presidio, the installation Commander shall be the responsible designee.
3. The San Francisco Department of City Planning will advise the Presidio designee in writing of all matters coming to that Department's attention concerning master planning, construction, and real property utilization, which may have impact upon the Presidio.



SAN FRANCISCO BAY

PACIFIC OCEAN

PRESIDIO TODAY

- EXISTING BUILDING TO BE RETAINED
- BUILDING TO BE DEMOLISHED

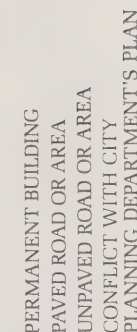
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Source: data provided by the Presidio of San Francisco 1973



$$N \leq \frac{1}{\epsilon} \log \frac{1}{\epsilon}$$

1995 FEB 15





SAN FRANCISCO BAY

PRESIDIO OF SAN FRANCISCO PLAN

Source: data provided by the Presidio of San Francisco 1973

The Presidio designee will review these matters reported by the City, and will advise the City designee in writing as to the conformance of such development with the master plan of the Presidio of San Francisco.

4. The Presidio will advise the City designee in writing of all matters concerning master planning, construction, and real property utilization initiated on the Presidio which may have impact upon the City. The City Planning Commission will review such proposals and advise the Presidio in writing as to the conformance of such development with the Master Plan of San Francisco.

The memorandum delineates further the lines of jurisdiction, authority and communication to be followed in Presidio-related matters.

Although the Golden Gate National Recreation Area enactment has changed some conditions of the memorandum, the City remains committed to the intent of the agreement. Since the signing of the memorandum, the City has continued to cooperate with the Army on planning matters in the Presidio. The current Army Master Plan proposes no additional housing, and has made open space areas more available for public use. As the maps indicate, some areas of disagreement do remain. The City should continue to cooperate with the Army on Presidio planning matters, and should concentrate its efforts particularly in seeking ways to resolve the remaining points of disagreement.

III. CITYWIDE SYSTEM

A. CITYWIDE SYSTEM OBJECTIVE AND POLICIES

The Recreation and Open Space element of the Comprehensive Plan contains the following Citywide System objective and policies:

OBJECTIVE: Develop a diversified and balanced system of citywide recreation and open space.

POLICY 1: Preserve public open space.

POLICY 2: Acquire additional citywide open space for public use.

POLICY 3: Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

POLICY 4: Require usable outdoor open space in new residential development. Encourage creation of recreation space in existing development.

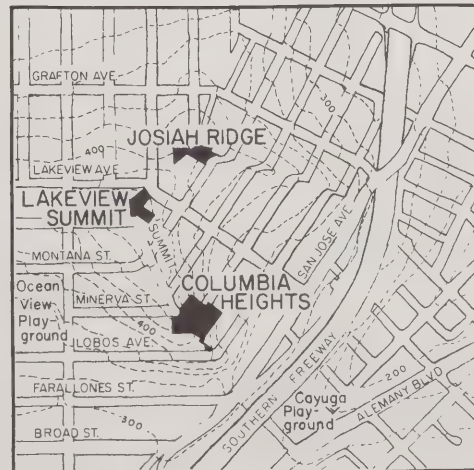
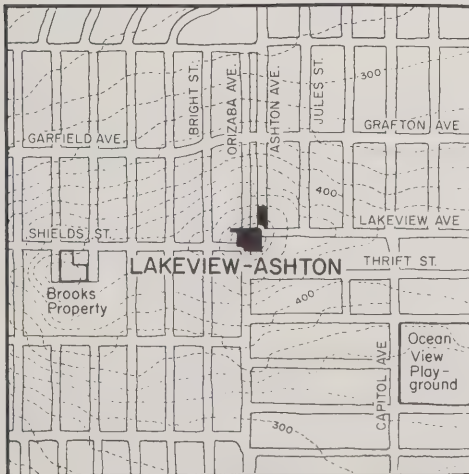
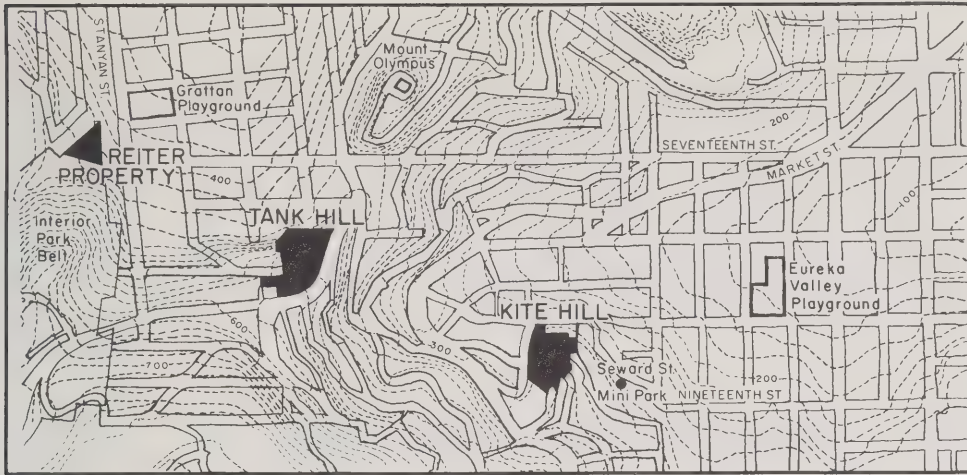
POLICY 5: Develop a master plan for Golden Gate Park.

B. CITYWIDE PROGRAMS

ACQUIRING HILLTOP PARKS

The policies call for acquisition of the following hilltop sites: the privately owned portion of Bayview Hill, Columbia Heights/Majestic Summit, Grandview Park extension, Josiah Ridge, Kite Hill, Lakeview/Ashton, Lakeview Summit, Martha Hill, the Reiter site, and Tank Hill. These sites are designated because of their important natural and visual qualities and the prominence of most of them as view areas and orientation points throughout the city.

These sites should be under the jurisdiction of the Recreation and Park Department. Because of its shortage of maintenance funds, the Recreation and Park Department may be reluctant to assume maintenance responsibility for new lands. This problem should not stand in the way of the City's acquiring open space sites, however, or of its accepting areas which might be donated. If additional funds are not allocated to the Recreation and Park Department to manage new sites, they should nevertheless be acquired by the City and simply held by the Real Estate Department until the Recreation and Park Department is able to manage them.



All of the hilltop sites are either totally or partially in private ownership, although many of them include public properties as well, chiefly in the form of unimproved street rights-of-way. Therefore, acquisition of private property will be required in all cases. In general, priority for acquisition should go to those sites that are immediately threatened by development. On sites such as Kite Hill, development plans have progressed to the point where immediate action will be required if the hilltops are to be preserved.

The sites should be acquired by direct purchase to the degree possible. If unsuccessful, the City should initiate eminent domain proceedings to acquire the sites. Any money accumulated in the proposed San Francisco Acquisition and Development Fund should be applied to acquisition of private properties on the hilltop sites.

As sites are acquired and funds become available, the City should undertake minor improvements such as provision of benches, trail development and planting of various types including planting of major new trees to increase the hilltops' visibility. Above all, the natural qualities of these sites should be protected so that they continue to serve as small natural parks.

Bernal Hill

Bernal Hill is one of the few remaining major open spaces in the Mission-Bernal Heights area, and is also a significant citywide landmark. Action to protect and enhance the hill would ensure the provision of open space areas to two neighborhoods which are badly in need of expanded recreational opportunity. Bernal Hill has long been intended for park use. Official transfer of the Hill from Department of Public Works to Recreation and Park Department jurisdiction has now been completed and will afford the open space additional protection.

The City should also move to correct a number of serious problems which currently exist on Bernal Hill. Certain portions of the hillside are used as a refuse disposal site. The no-dumping laws should be enforced by the San Francisco Police Department; and until the problem is resolved, the area should be cleaned regularly to prevent build-up of trash and refuse which impair the Hill's open space qualities.

The City should also take immediate action to curb the activity of motorcycles on Bernal Hill. Motorcycles have caused considerable damage to the terrain, and have in addition presented a noise and safety hazard to park users and nearby residents. The City has placed guard rails around the open space which prevent access to the Hill area by motorcycles. In addition, stringent enforcement of existing laws is needed to discourage motorcycles from further damaging the area's natural open space.

When funds become available, some recreational improvements should be made which will enhance the natural features of the open space areas and make Bernal Hill more readily useful to pedestrians. Recreational improvements should include addition of a few pathways and landscaping with native plants designed to conserve land features and views. Picnic facilities might be located on the level areas on the south side of the hill or on areas where they would not disrupt open vistas. Bernal Heights Boulevard should function as a recreational street with emphasis on pedestrian and bicycle use and with minimal automobile capacity.

Mount Sutro

Mount Sutro is a large, heavily wooded hill near the geographical center of San Francisco. It is owned by the State of California and is part of the University of California San Francisco campus. Cooperative planning between the University and the City have ensured that certain areas will remain as open space, despite continued medical center expansion. Further cooperative planning efforts should be oriented to keeping as much area open as possible on Mount Sutro.

Despite the existence of this heavily wooded open area, public access remains somewhat limited. The Department of City Planning should cooperate with the University to develop increased public recreational use of the site. Improvements should be limited to those which do not interfere with the natural qualities of the site, but do make the open space more accessible. Trail development, unobtrusive seating, and clear access routes should be developed to promote public use of Mount Sutro.

REDUCING TRAFFIC IN PUBLIC OPEN SPACE

Automobile traffic in City parks is a serious problem. It interferes with recreational activities, damages plant life, and presents a hazard to pedestrians. In many cases the problem can be solved through redesign of roadways to reduce both automobile capacity and speeds. A number of streets should be closed entirely and reclaimed for recreational use. In large parks vehicles like the Golden Gate Park elephant train which departs from Kezar parking lot can reduce the number of automobiles inside the park. As an amusement ride, the train should travel quietly at a slow speed from one end of the park to another, allowing people to view the park, stop at various points and enjoy park activities. Using the train as transit rather than an amusement ride would considerably reduce and possibly eliminate the need for private automobiles on park roads. Another means of reducing auto traffic in parks would be to encourage more bicycle riding, an increasingly popular form of recreation and alternative to the automobile. Bicycle paths have traditionally been located in parks, but a network of bicycle routes

between major recreation areas would permit a safe way to the parks for cyclists and also allow park users an alternative to the automobile.

Different solutions to the automobile traffic problem will be called for in different locations. The following proposals, based upon the transportation element of the Comprehensive Plan, indicate some of the possibilities:

Great Highway

As recommended under the shoreline programs, the capacity of the road should be reduced substantially to correspond with its recreation function. It should be narrowed to a four-lane divided roadway on smooth curvilinear alignment within the existing right-of-way. There should be some new parking areas on the beach side, signal lights, shortened and renovated underpasses, and new pedestrian crosswalks to the beach.

John F. Kennedy Drive

Through, non-park non-emergency automobile traffic on this recreational drive should be eliminated.

Cross-Over Drive

This connection in Golden Gate Park between Park-Presidio Boulevard and Nineteenth Avenue should be redesigned and realigned as a below-grade roadway. There should be no connection with John F. Kennedy Drive. The design should be limited to a capacity similar to Park-Presidio Boulevard and should be carefully aligned to avoid tree removal.

Bernal Heights Boulevard

The road should be landscaped with natural materials and narrowed to accommodate slow pleasure traffic and pedestrians. Off-road vehicles should be prohibited on Bernal Hill, and vehicular access to the hill from the boulevard should be blocked.

REQUIRING USABLE OPEN SPACE IN RESIDENTIAL DEVELOPMENT

The intensity of development combined with the need for open space makes it important for new residential developments, particularly high-density ones, to provide usable open space. The most efficient way to carry out this policy involves a change in San Francisco's Planning Code.

Some of the provisions of the Planning Code relating to residential development are shown on the accompanying chart. The requirements dealing with lot size and density, maximum coverage, yards and usable open space determine the minimum

| ZONING DISTRICT | LOT SIZE REQUIREMENTS | DENSITY REQUIREMENTS | MAXIMUM COVERAGE ON LOT | | YARD REQUIREMENTS | | USABLE OPEN SPACE REQUIREMENTS |
|------------------|---|---|-------------------------|--------|-------------------|---|-------------------------------------|
| | | | Interior | Corner | Side Yard | Rear Yard (Corner) | |
| R-1-D | Minimum area 4000 sq.ft.; minimum width 33'; except lots of record. | One dwelling unit per lot. | 55% | 60% | 3' - 5' | 25'*** (20') | No requirement. |
| R-1 | New subdivisions: minimum area 2640 sq.ft.; min. width 33'. Others: minimum area 2500 sq.ft.; min. width 25'. | One dwelling unit per lot or per 3000 sq.ft. of lot area. | 60% | 75% | Not required. | 25'*** (20') | No requirement. |
| R-2 | Same as R-1. | One two-family dwelling per lot, or one unit per 1500 sq.ft. of lot area. | 65% | 75% | Not required. | 25'*** (15') | Required in transitional lots only. |
| R-3 R-3-C | Same as R-1. | One dwelling unit per 800 sq.ft. of lot area or major fraction thereof.* | 65% | 70% | Not required. | 25'*** (20') | 200 sq.ft. per dwelling unit.* |
| R-3.5 R-3.5-C | Same as R-1. | One dwelling unit per 600 sq.ft. of lot area or major fraction thereof.** | 65% | 70% | Not required. | 25'***-except for 200 sq.ft. thereof. (20') | 150 sq.ft. per dwelling unit.** |
| R-4 R-4-C | Same as R-1. | One dwelling unit per 200 sq.ft. of lot area or major fraction thereof. | 75% | 80% | Not required. | 1-3 story bldg.: 15'; 4 or more story bldg.: 25'. Parking in rear yard permitted. | No requirement. |
| R-5 R-5-C | Same as R-1. | One dwelling unit per 125 sq.ft. of lot area or major fraction thereof. | 75% | 90% | Not required. | 1-3 story bldg.: 10'; 4 or more story bldg.: 20'. Parking in rear yard permitted. | No requirement. |

*For group housing, maximum density of one bedroom per 310 sq.ft. of lot area, requires 75 sq.ft. of usable open space per bedroom.

**For group housing, maximum density of one bedroom per 220 sq.ft. of lot area, requires 55 sq.ft. of usable open space per bedroom.

***No parking permitted in required rear yard.

Note: This chart is an excerpt from a Summary of Basic Provisions of the San Francisco City Planning Code. The City Planning Code should be consulted for complete and official provisions.

ABBREVIATED SUMMARY OF SAN FRANCISCO CITY PLANNING CODE

amount of usable open space provided in new residential developments. These factors need to be reexamined for all residential zones. Generally speaking, however, the need for additional open space is particularly severe in the higher-density zones.

As indicated on the chart, there is a usable open space requirement for middle-density districts (R-3 and R-3.5), but none for lower- and higher-density districts. Although the requirements for both low- and high-density districts should eventually be reexamined, the restrictions in R-4 and R-5 zones create particular problems. Parking, for example, is permitted in the rear yards of higher-density districts, and the yard and coverage requirements do not automatically result in usable open space. In fact, even if rear-yard parking were prohibited in higher-density districts, the open space that would result would not necessarily be usable or sufficient to meet the needs of the residents. Often, it would be too small to use, inaccessible, and not properly located or designed.

Consequently, several requirements of the Planning Code should be amended to achieve usable outdoor open space in all new residential developments. First, the yard and coverage requirements for R-4 and R-5 districts should be revised to create a larger yard, not necessarily at the rear of the structure, with good exposure for outdoor use. Second, parking in that yard should be prohibited unless the parking is covered with a landscaped platform. Third, the usable open space requirement should specify: the amount of usable open space to be provided for each dwelling unit; how much of that space is to be common space shared by all residents and how much may be private; and any other amenities needed to make the open space attractive to residents.

Changes in the open space requirements for high-density residential zones should take place as part of a reconsideration of all the zone specifications since the usable open space requirement is closely related to lot size and density, maximum coverage, f.a.r., and other requirements. The Department of City Planning should undertake a close examination of all inter-related requirements mentioned above in an effort to achieve additional outdoor open space in these high-density zones.

TERMINATING CERTAIN RECREATION AND PARK DEPARTMENT JURISDICTIONS

The "Plan for Action", a recent study of the Recreation and Park Department, has substantiated the fact that staff and financial resources of the Rec-Park Department have been over-extended. In the past 20 years, the number of facilities under Rec-Park jurisdiction has expanded--33 facilities have been added since 1951, without concomitant increase from the City in staff or financial allocations. Although this problem has been alleviated by the recent allotment of revenue sharing funds to the

Recreation and Park Department, certain jurisdictional changes should still be made. The "Plan for Action" recommends freeing the Rec-Park Department from facilities which it is not equipped to handle and which require highly specialized management techniques outside the scope of Rec-Park staff and operations.

Some of these facilities are oriented to commercial or tourist use and would be more appropriately managed by the Convention and Visitors Bureau. Others are heavily used by San Franciscans, but because of their specialized nature would be better run through independent board of directors or associations. All of the facilities in question serve important recreational functions in San Francisco and should be supported and improved by the City, but they would be more efficiently run outside the Recreation and Park Department.

Maritime Museum

The Maritime Museum is a semi-independent museum in Aquatic Park, leasing space from the Recreation and Park Department at a nominal fee. Although the Director of the Maritime Museum is a member of the Rec-Park staff, the Museum is run by its Director and the Maritime Museum Association, independent of the Department. While the Recreation and Park Department has major responsibility for the running of this facility, in reality it has little direct input into its management. The Maritime Museum should be run either independently or through a new Museum board which combines management of all City museums, in the event that such a Department is created.

Palace of Fine Arts

The Palace of Fine Arts has recently been restored and now houses the Palace of Arts and Science (the Exploratorium) and a new theatre. Until very recently the management of this facility presented the Recreation and Park Department with severe management problems. The State has recently returned title of the Palace to the City at no cost. This transfer has in turn permitted the City to negotiate a long-term lease with the Palace of Fine Arts League, through which the League has assumed responsibility for management of the building and activities in it. The Recreation and Park Department continues, however, to maintain the adjacent park grounds.

Scenic Highways, Boulevards and Streets

The Recreation and Park Department maintains landscaped areas along several major streets including Dolores Street and Park Presidio Boulevard. This maintenance requires mobile equipment and presents a number of technical maintenance problems. It is expected that in the future the number of such

parkways and heavily planted streets will increase, thereby intensifying the existing difficulties. The maintenance of streets and boulevards would be more appropriately performed by the Department of Public Works with the aid of gas tax funds.

IV. NEIGHBORHOODS

A. NEIGHBORHOOD OBJECTIVE AND POLICIES

The Recreation and Open Space element of the Comprehensive Plan contains the following objective and policies for neighborhoods:

OBJECTIVE: Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.

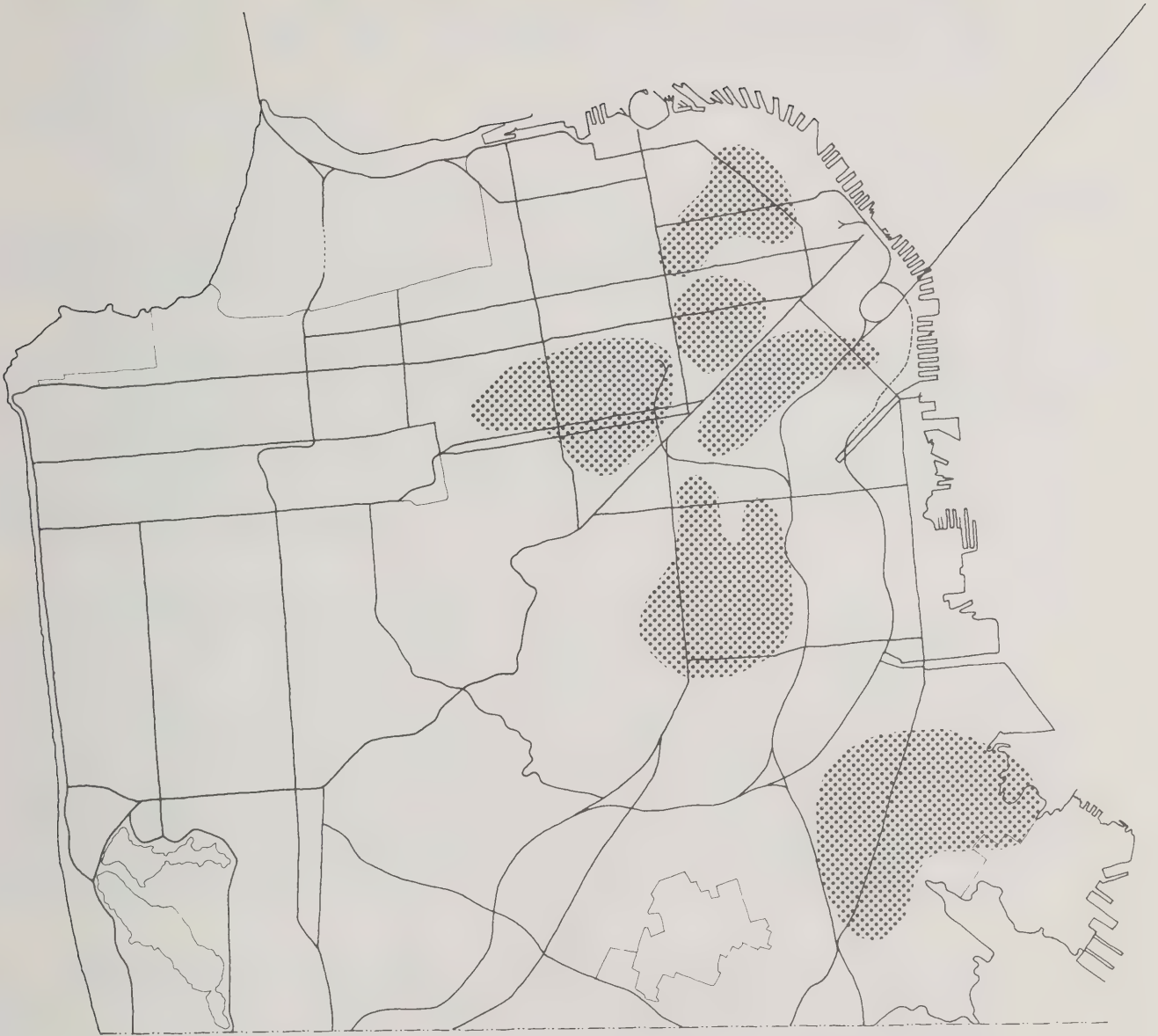
POLICY 1: Make better use of existing facilities.

POLICY 2: Acquire new park and recreation space to serve San Francisco's residential neighborhoods.

POLICY 3: Give high priority for recreation improvements to high-need neighborhoods.

B. NEIGHBORHOOD PROGRAMS

There are several large areas in the city where the demand for recreation and open space far exceeds the supply, where opportunities for recreation are restricted because of social and economic factors and where recreation facilities are deficient and limited in the programs that can be provided. Neighborhoods having these characteristics are Chinatown, the Mission, the Western Addition/Haight-Fillmore, Central City, South of Market, and South Bayshore. The selection of these neighborhoods was based on a number of need and resource indices: median income, population density, delinquency rate, elderly and youth population measured against the number of recreation centers available, acres of recreation facilities and recreation staff hours allotted to each neighborhood. Improvements to meet current recreation needs in these neighborhoods are the primary concern of this section of the report. Because the City Planning Commission already has adopted a detailed open space plan for the South Bayshore, individual programs for that neighborhood are not repeated here. The improvements in facilities and programs which are described indicate the range of needs; it is clear that all of these facilities and programs cannot be provided in a few short years. The order in which the improvements will be made will depend on the priorities of the neighborhood involved, the priorities of the implementing agency (generally the Recreation and Park Department), and in some cases the priorities of an outside funding source. Given general agreement as to the desired scope of a neighborhood program, the next step will be to seek agreement on priorities for implementation.



HIGH NEED NEIGHBORHOODS



The neighborhood plans focus on public recreation rather than private and semi-private facilities. Although private facilities are important and should be assisted by the City when possible, the City's jurisdiction pertains most directly to public facilities.

GENERAL RECOMMENDATIONS

The following recommendations apply to all five neighborhoods.

Improved Coordination Between Recreation and Park Department and San Francisco Unified School District

All five neighborhoods could benefit from improved coordination between the Recreation and Park Department and the San Francisco Unified School District. Most schools have yards and some have playfields which could provide valuable outdoor space in crowded neighborhoods; junior high and high schools have gymnasiums and sometimes shops as well. Auditoriums could be used for drama programs and classrooms for arts and crafts or programs for the elderly.

School yards are available for recreation after school to dusk and on Saturdays between 10 a.m. and 5 p.m. Many are supervised for free play by a Board of Education recreation employee. Generally, this arrangement makes only minimal use of facilities which have considerable recreation potential. Schools not currently available for community recreation use in priority neighborhoods should be opened, and most of the schools that are open should be used more intensively. Separate administrative jurisdictions make coordination somewhat difficult, but both departments have expressed a desire to improve coordination in the use of their facilities in order to expand recreational opportunity at the neighborhood level.

The following statement entitled "Coordination of Recreation Facilities, A statement of Agreement Between the San Francisco Unified School District and the Recreation and Park Department" has been adopted by both commissions in an effort to solve this problem:

GENERAL OBJECTIVES

1. Secure adequate funding to provide for a complete well-rounded recreation program.
2. School facilities should be made available to the fullest extent possible, for use by public and quasi-public institutions for recreation purposes.

3. Supervised recreation programs on the grounds and in the buildings of both the Unified School District and the Recreation and Park Department should be increased.

GUIDELINES FOR IMPLEMENTATION

1. A Coordinating Committee to promote cooperation and efficiencies, and to explore methods of securing community participation should be jointly established by the Superintendent of Schools and the General Manager of the Recreation and Park Department. This committee should include the Director of Athletics and Recreation of the Board of Education, the Superintendent of Recreation of the Recreation and Park Department, and such other staff members as are appropriate. Other affected City agencies such as the Department of City Planning and the San Francisco Police Department may be invited to serve in an advisory capacity. The Coordinating Committee should submit to the Superintendent of Schools and the General Manager written quarterly reports detailing efforts to improve joint cooperation.

2. Proposals relating to joint or intensified use of school and public recreation facilities should be solicited and reviewed by the Coordinating Committee, with direct inputs from, and consultation of, involved neighborhood groups and/or appropriate community institutions.

3. Both the School District and the Recreation and Park Department should delegate adequate responsibility and autonomy to recreation directors and supervisors or, in some instances, to responsible community groups to encourage responsiveness to specific aims of the community and prompt meeting of emerging needs.

4. Existing City Charter responsibilities delegated to the Recreation and Park Department and the School District should be respected by the interdepartmental cooperation program.

5. Matters relating to the use of staff, operating expenses, maintenance costs, etc., should be resolved in advance and should be included in annual departmental budget requests.

6. Facilities and space under the jurisdiction of one agency should be made available to the other agency for the benefit of the program and the

community. Terms of use of facilities and space by the other agency should be calculated and reimbursed in terms of out-of-pocket costs for facility use, or on some other equitable basis.

7. Exchange of staff, particularly those with specialized skills, should be encouraged wherever appropriate.

8. On a long-term basis, both agencies (Schools and Rec-Park) should work out a plan for sharing responsibilities for recreational space and facilities suitable especially for use by youth and adults. Considering the demand for these facilities by these two user groups, elementary school yards should assume a more versatile role in serving children aged 5 to 13. High school playfields and indoor facilities also should be opened to supplement public playground facilities for use by school-age adolescents with supervised programs provided by either or both of the departments.

9. These guidelines should be reviewed and revised regularly, to remain responsive to changes in community needs for recreation.

This mechanism for coordinating activities of the Recreation and Park Department and the School District has been developed. Some implementation has occurred, but should be intensified. The committee should continue to be convened and regular meetings held to achieve the general objectives of the group.

Improved Coordination Between Other City Agencies

Many City departments own land and facilities which, although originally acquired or developed for nonrecreational purposes, have become important citywide and neighborhood recreational resources. Because of the growing importance of recreation and the increasing demand for recreational space and facilities in and around San Francisco, recreational uses will be developed in conjunction with other primary uses on many of these sites. Departments other than the Recreation and Park Department, therefore, are going to be increasingly involved in public recreation.

The Department of Public Works is important in this regard. As indicated in the urban design element of the City's Comprehensive Plan, street, alleys and undeveloped rights-of-way throughout San Francisco are increasingly being looked to for development of small outdoor open spaces for the elderly and for young children. These kinds of spaces are an important resource common to all high-need neighborhoods. In every case where

development of small spaces is recommended, streets or alleys should be considered as opportunities. They offer the possibility of providing useful recreation space which, with the installation of sitting areas and planting, can significantly improve a neighborhood at little cost to the City.

The Water Department is also important. Significant open spaces, both outside and inside the city, surround and protect San Francisco's water supply. The covered reservoirs throughout the city have long been considered for and sometimes adapted to recreational use. Other departments such as Police, Health and Fire also own some indoor recreation facilities, conduct programs such as the Police Athletic League and own scattered sites which have considerable recreational potential.

All City lands that can function for recreation purposes should be preserved and developed for these uses. The City departments involved should be efficiently coordinated to develop their various recreational resources, establish recreation use priorities and avoid duplication of services.

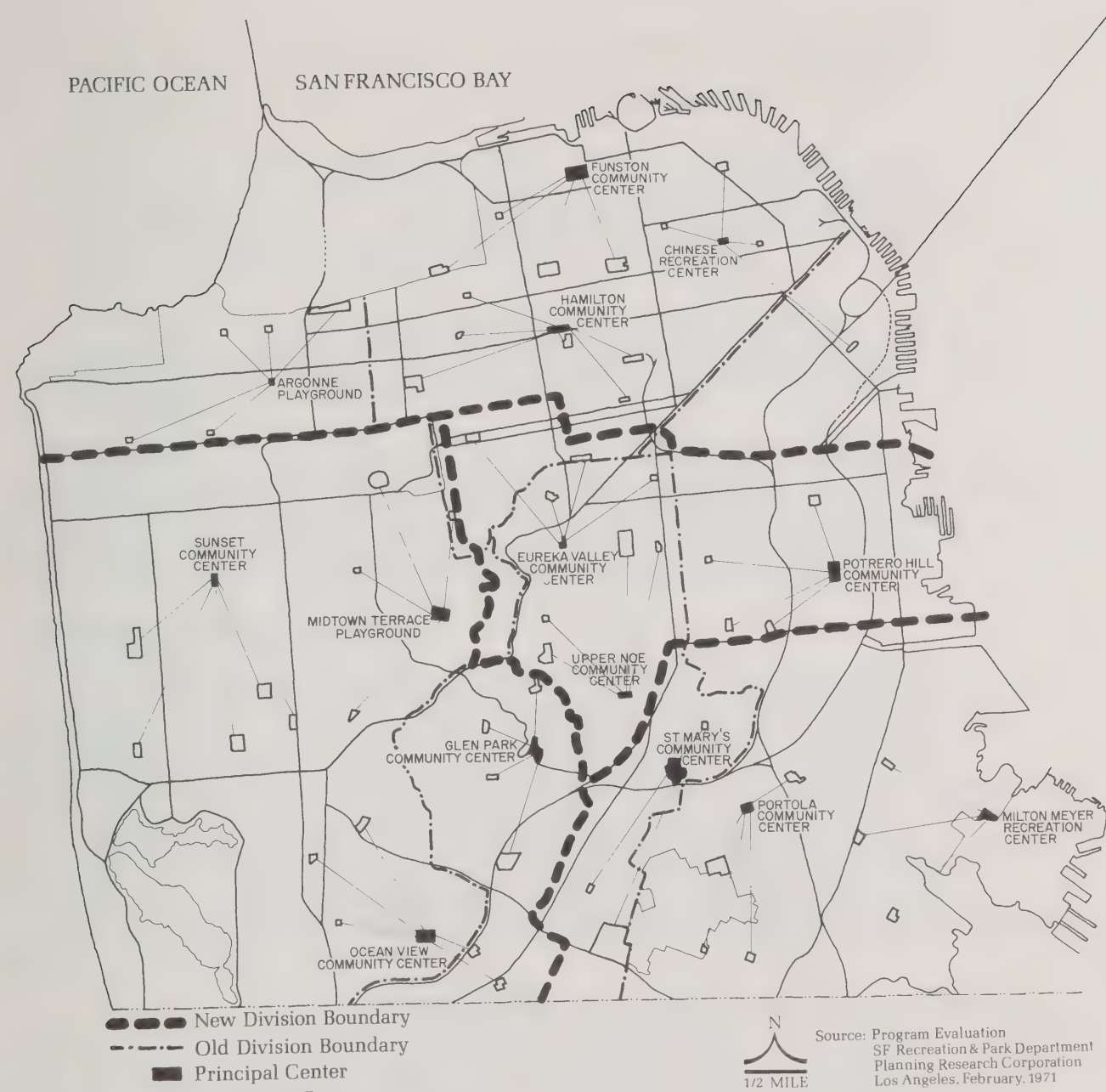
Improved Responsiveness to Communities Served

The "Plan for Action" prepared for the Recreation and Park Department in 1971 recommended a number of intradepartmental changes to improve the efficiency of Rec-Park operations. The following changes, now under way in the Department, are intended to increase efficiency and responsiveness at the neighborhood level.

Reorganization of the Methods of Area Supervision

Until very recently neighborhood facilities have been supervised by four area supervisors, headquartered at McLaren Lodge in Golden Gate Park, each of whom was responsible for one-fourth of the city. There were several problems with this arrangement, most notably the lack of direct contact between Supervisors and their areas due to amount of responsibilities each of them had and the fact that they were stationed outside their respective areas. In addition, there was a considerable problem at the neighborhood level with lack of flexibility in staffing arrangements, and the inability of directors to make desired changes in staffing within their facilities. The "Plan for Action" made a series of proposals which have been implemented in an attempt to remedy these problems:

- Realign recreation area boundaries. Each of the proposed four areas now contains three or four headquarters for Senior Recreation Directors plus "satellite" recreation facilities which can be readily supervised by them. Changes in class specifications have been necessary to allow Senior Recreation Directors to supervise more



RECREATION DIVISIONS

than one facility, to give them adequate flexibility with staff in doing so effectively, and to promote neighborhood participation and programming.

- Each Area Supervisor has been headquartered in a suitable recreation facility centrally located within an assigned area, in order to give proper supervision to subordinates and develop closer relationships with the community served.

- The use of specialists and part-time people as Recreation Directors has been increased and the number of "General" Recreation Directors assigned has been reduced.

Because of the fact that active citizen participation in recreation planning and programming is essential to the success of recreation activities, it is also the intention of the Recreation and Park Department to establish neighborhood advisory councils in each of the 13 satellite facilities.

Innovative Play Equipment

Portable play equipment should be used in neighborhoods throughout San Francisco and especially in all five high-need neighborhoods. A variety of innovative portable playgrounds have been developed in the past few years. They offer an excellent opportunity for the City to expand children's recreation in crowded areas where high cost and scarcity of available land inhibit purchase and development of permanent parks. Playmobiles, for example, have been used successfully in many communities, and the Recreation and Park Department hopes to purchase a zoomobile which would transport animals into neighborhoods throughout the city.

The City should purchase more portable play equipment for use in high-need areas. The South of Market, for example, with its large amounts of temporarily vacant land, is ideally suited for use of portable equipment. Portable play equipment could be equally well used in Chinatown where alleys and side streets can provide recreational space.

MISSION DISTRICT

Background

The Mission is San Francisco's oldest neighborhood, and has long been an immigration center for persons from all over the world. Today, over one-third of San Francisco's Mexican-American population resides in the Mission. Language difficulties, lack of skills and poor education make it difficult for new arrivals to secure jobs, particularly ones which pay adequately or offer opportunity for social mobility. As a result, the unemployment



rate in the area is high and the income level low. This is especially true among Spanish surnamed residents.

The Mission is for the most part a residential area with substantial commercial strips on Valencia, Mission, Twenty-fourth, and Sixteenth Streets. The northeast quarter of the area has been in the past a mixed industrial area. This area is in a state of transition, with many industries in the process of relocating. Residential population today, however, remains concentrated in the south and western sections of the study area.

Current projects and recently adopted City policies will influence the Mission district in the near future. The completion of BART, with its Mission Street corridor, may result in increases in residential and commercial densities, especially in the immediate vicinity of the Sixteenth and Twenty-fourth Street stations. Recently adopted City housing policy relates directly to the residential situation in the Mission district, calling for maintenance of existing housing stock rather than large-scale clearance and redevelopment. It can be expected, therefore, that in those areas where rehabilitation can maintain the existing stock, drastic changes in density will not occur through public action.

The Model Cities planning project may also have effects on the area. Preliminary planning has concentrated in the fields of housing, jobs and education. Planning and implementation efforts will continue during the coming year in an effort to solve some of the area's most pressing problems. Planning for this project is taking place with the community, and though they are not a central concern of the project, recreational improvements will accrue from changes made through it.

There are several housing developments which are at a tentative planning stage in the area. The Regal Pale Brewery site may at some time be developed for housing through use of the redevelopment program. Additional transition sites are also under consideration for eventual development as housing. Most of these are sufficiently large and centrally located to provide useful recreation space in conjunction with new housing development. Any increases in residential densities at this scale should provide additional recreation space, according to the particular needs of the community.

The single most significant change that could occur is conversion of the Franklin Square area from industrial to residential use as recommended in the Residence element of the Comprehensive Plan. Some industrial firms have moved out of the Franklin Square area, vacating both land and buildings. Although current Department of City Planning assessments of the area indicate that residential amenities and services are not yet available, they could eventually be created. Conversion to

residence would have a significant effect on use of Franklin Square itself and would intensify the already critical need for recreational facilities in the Mission.

Existing Facilities

The Recreation and Park facilities in the Mission should be improved. Generally speaking, they are in serious disrepair, and in need of additional staff. More and improved equipment such as ping-pong or pool tables are also needed in order for residents to make full use of the facilities. Finally, there is a need in most existing facilities for Spanish-speaking staff, preferably from the community, to run recreational programs. Changes will have to be made in Civil Service regulations in order to allow the Recreation and Park Department more flexibility in hiring. Individual facilities also have special problems.

Mission, Folsom and Rolph Playgrounds

Mission, Folsom and Rolph Playgrounds are the major playground facilities in the Mission district. They have a number of problems in common. All three, especially Mission Playground, are in serious disrepair. Funds from the Urban Impacted Program and matching 50 percent funds were allocated during the 1972-73 fiscal year to rehabilitate these facilities.

All three, in addition, have indoor space so small as to be unusable. When better indoor space is provided elsewhere in the Mission, these buildings should be demolished and the space redesigned to provide either additional playfield space, a tot area, and/or sitting areas for the elderly, depending on community demand. In the meantime, they should be sufficiently equipped to be more useful to residents.

Mission Playground

In addition to being renovated, Mission Playground should eventually be extended east to include the properties facing on Valencia Street. Mission Playground is centrally located and heavily used and could benefit from this kind of long-range investment. To provide additional play area, expansion should include Cunningham Place on the east side, the adjacent parking area and restaurant and some residential buildings. The project would involve a small amount of relocation. Because of the importance of housing to the community, any relocation should be handled in close cooperation with community groups.

Folsom Playground

Folsom Playground is not readily accessible. It is located at a busy intersection and gates to the playground are situated in the middle of streets, so that children are apt to jaywalk to

enter the playground area. Two simple improvements could add to the safety of using the playground facility: a traffic light at the intersection of Folsom and Twentieth Streets, and gates into the playground relocated to safer points.

Expansion of Folsom Playground to include adjacent properties to the north has been considered. No action has been taken, however, because the adjacent properties are currently in residential use, and park expansion would involve substantial residential displacement. If adequate relocation housing were to become available, however, the project should be reconsidered. Additional space is badly needed at Folsom Playground, and its location would serve a major residential concentration in the Mission District.

Rolph Playground

A major problem of this playground is its location between two extremely busy streets. Additional heavy planting should be developed at Rolph Playground along both Potrero and Army Streets to buffer the play space from heavy traffic on both sides. Possibly the landscaping for Army Street Circle, which is being financed by gas tax money, could be extended to landscaping of Rolph Playground.

While Silver Terrace Playground is not located immediately in the Mission, this playground deserves mention as it is heavily used by Mission residents and many of the same groups who use Rolph. The softball field at Silver Terrace serves hundreds of Mission school-age children who must be bused there because there is only one softball field in the Mission. At the present time, the playfield has no lighting. Revenue sharing money has been proposed to be used for lighting at Rolph Playground. As funds become available, they should be used for lighting at Silver Terrace as well. Both playfields might better serve the Mission residents if there were increased coordination between their recreational activities.

Garfield, McKinley and Franklin Squares

The Mission district also contains three large squares and several mini-parks for which specific recommendations are not being made. McKinley Square has been more or less eliminated as a Mission district recreational area by freeway construction. However, possibilities exist for reopening the site on the Mission side of the James Lick Freeway to the community. If a cooperative arrangement were made with San Francisco General Hospital to gain use of some of the open space and parking area next to the park site, the park would be more useful.

Garfield Square was the site of construction of a pool and community facility, and recently was extended by the closing of Twenty-sixth Street, where basketball courts and play equipment

were placed. Although there have been repeated problems of vandalism, recent cooperation with and staff hiring from the community have begun to make Garfield a more useful facility. Additional seating areas and planting are needed, and cooperative efforts by community groups and the Recreation and Park Department should continue in order to reduce vandalism and strengthen the recreation program.

Franklin Square is situated in the nonresidential corner of the Mission district. City policy recommends converting the area adjacent to the square to residential use. Community groups have worked for years to get a soccer field on Franklin Square, and the Square is currently to be developed with a soccer pitch. This development of Franklin Square will provide additional area for soccer and leave room for recreational space for young people and for the elderly. In conjunction with this project, which is being financed through Urban Impacted funds, a children's play apparatus is also being added.

Precita Park

Precita Park is a heavily used area on the southern edge of the Mission district. Revenue sharing funds plus private donations are now available for improvements which will make the park more useful to community residents. These funds will be used on improved maintenance, restoration of planting, and repair of benches and sitting areas. Adequate lighting is required to make the park safe during evening hours. The children's play area creates special problems inasmuch as damage to the equipment makes it dangerous for young children to use--maintenance is especially important for the playground area.

A full-time Recreation and Park director may be needed in Precita Park. The nearby Precita Neighborhood Center and St. Anthony's recreation facility have gymnasiums and other indoor space which could be used in conjunction with the park to provide additional area for programs to take place.

Recreational Needs and Opportunities

The Mission district's public recreational facilities consist mainly of medium-sized playgrounds, which are best suited to the recreational needs of children through age 14. The playgrounds are old and are overused. Private facilities supplement the public playgrounds to some extent by providing some indoor facilities, but they consist of small spaces and do not fill the largest gaps in the system. A number of additional recreational facilities are still needed.

Large Gymnasium

Many adults and older youth in the Mission are interested in participating in basketball and other team sports, especially during the evenings, and on a year-round basis. No public gymnasium or other indoor space is available for this purpose, and a large public gymnasium should be provided in the neighborhood. Generally speaking, the gymnasium should be located in the area east of Mission Street and south of Twentieth Street, near the areas of high residential concentration.

Although a new gymnasium will have to be developed, existing opportunities for gymnasium space should not be overlooked. For example, the gymnasium at John O'Connell School could be used more extensively for community recreation by extending hours of weekend operation.

The National Guard Armory should be investigated for expanded use as a community recreation facility. It is well located and contains a variety of indoor spaces including a boxing training room, a billiards room, meeting and game rooms as well as a large gymnasium. At present only the boxing room is open to the public with weekly lessons given by the Police Athletic League to neighborhood youths. The facility could be used for a variety of athletic activities during the hours when it is not being used for military purposes. A cooperative arrangement should be made between the State and the Mission community for expanded public use of the Armory for recreation. An arrangement might be worked out to transfer the Armory to a nonprofit community corporation to manage and maintain the facility. Any transfer such as this, however, would require transfer of the National Guard to another facility.

Another potential opportunity for a community center is the Bryant School site which does not meet Field Act standards. If the present school is abandoned rather than rehabilitated, it would be an excellent site for a neighborhood center.

Existing old buildings such as supermarkets or warehouses should be investigated for conversion to a gymnasium, in the area specified. The vacant White Front Store might be explored as it offers a good physical facility in an accessible location. Although expense of conversion can sometimes be prohibitive, in other cases it can be achieved at savings to the City.

Open Space

Additional outdoor open space is needed in the Mission district. At least two large parks, a block in size, and possibly additional parks of a somewhat smaller size, should be developed. New outdoor open space should be accessible to large numbers of residents and adequate for team sports, competition, league activities and soccer, in which many Mission residents are interested.

Public open space is needed in the southern portion of the Mission district south of Twenty-first Street. This area is densely populated and lacking in accessible open space. The community has suggested Twenty-third and Treat as a good location for a large park. The area around the Regal Pale Brewery site is also an excellent park location because of its nearness to residential concentrations, and distance from other public open space. A site at Twentieth and Harrison has been included in the Mission North East Industrial Zone Study for a new large park, which the Mission Coalition Organization Steering Committee would like to name after Roberto Clemente. If the housing proposed in the study is built, open space will be an essential component.

Finally, if new public schools are developed in the Mission district, open space should be included as part of a multiple-use educational facility which could respond to the critical educational and recreational problems of the area. Since school locational needs parallel recreational ones, a school should be developed as a community facility for joint use between City agencies.

Mini-parks

Additional mini-parks are still needed in the Mission district. Although there are currently three mini-parks in the area, one is poorly located. Additional mini-parks should be centrally located on heavily traveled routes, and should provide sitting areas for elderly persons, and children's play areas for very young children. The following areas have been suggested for mini-park sites by the community: San Jose and Elizabeth, South Van Ness and Twenty-second Street, Shotwell and Nineteenth Streets, and Twentieth and San Carlos. These sites are scattered throughout the Mission and, if funds become available for additional mini-park development, should receive first consideration for development.

SOUTH OF MARKET

Background

South of Market is one of San Francisco's primary industrial and service districts and a residential community as well. Over 18,300 people live in the neighborhood, in small houses and apartments lining alleys within super-blocks of warehouses and offices, over businesses, sandwiched between repair shops and manufacturing facilities, or in residential hotels lining Fourth, Fifth and Sixth Streets in the vicinity of Mission and Howard.

In the South of Market, open space has consistently been sacrificed to other development. Construction of the Bayshore Freeway by the State began a chain of events which resulted in the construction of the Hall of Justice and Bessie Carmichael School on sites which were once the community's two largest



SOUTH OF MARKET



- ★ Public School
- Public Recreation and Open Space
- Generalized Building Coverage
- Concentration of Landscaping

parks. Despite the fact that funds were once available for and committed to a replacement park in the South of Market, no such park has ever been developed, and of the three major parks once located in the South of Market only South Park remains.

The South of Market is in a state of change. The financial and commercial districts are expanding to the south, causing land values south of Market to increase, and the Yerba Buena Center is replacing residential areas immediately south of Market with commercial development. But residential use will also continue.

New low-rent housing for the elderly has recently been completed at Clementina Towers and at Alexis Apartments, and low-rent housing is committed for persons displaced by demolition for Yerba Buena Center. The Residence element of the Comprehensive Plan calls for residence as part of mixed use development in larger areas of South of Market. As these changes gradually occur, the now critical need for open space and recreation facilities south of Market will expand rather than decrease.

The South of Market includes four subcommunities with differing residential populations and recreational needs. The residential community concentrated around South Park consists mainly of families. Recreation in this area should be oriented to children, teenagers and young adults with some passive recreational activities for older persons. The area north of Harrison Street, west of Sixth Street, has a high concentration of Filipino residents, many families, and a substantial elderly population. It is served mainly by Canon Kip Community House and St. Patrick's Family Center. Combined, these facilities provide limited recreational programs and family services such as day care and some medical services. In general, this area has suffered more from losses of open space than other communities. Although mini-parks have been and will be developed, there is a critical need for outdoor open space.

The third group of residents includes those who live throughout the South of Market, especially along Sixth Street. This group consists mainly of elderly single men with limited mobility who live in residential hotels. With the limited mobility of these residents, there is a need for more sitting areas and small parks along this street. Social programs and activities are needed to increase the contact between the many single persons in the area.

The other residents are young adults experimenting with a variety of communal life styles. Some are moving into vacated warehouses while others have taken over some of the three- and six-family apartment units. These residents are beginning to

seek recreational facilities and services for themselves and their pre-school children.

Existing Facilities

South Park

South Park, built as a residential park in 1854, is the last sizable open space left in South of Market. A pleasant, tree-lined park with a small children's play area, South Park has been plagued with problems of safety and maintenance.

Seventy thousand dollars was recently invested in redesign of and improvements to South Park. Improvements, designed in consultation with the South Park community, included barbecue areas and tables, new trees and benches, three new groups of play equipment, a small plaza and stage, drinking fountains and recontouring of the park land. These improvements have gone far to make South Park more useful to residents, but a full-time director for the park is still needed.

South Park Community Center

South Park Community Center is located immediately adjacent to South Park. Although the Recreation and Park Department does not own South Park Community Center, it conducts successful recreational programs here. The Recreation and Park Department director is a South Park resident, and works at the Center on a part-time basis. The Recreation and Park Department should employ the director full time to conduct programs in the Center and in the park. If other uses in the Community Center are discontinued, the Department should consider taking over the building.

Sumner Mini-Park

Sumner Mini-Park is located on a quiet back alley with relatively little street life and is sandwiched between apartment buildings and parked cars. The park has no landscaping and is isolated from street activity. Its remote location and poor visibility make it a likely spot for criminal activity. Only a few children have been observed using this mini-park during the times it was visited.

This site was not acquired by the City, but was leased for a ten-year period. Because of safety problems and little use, this site's lease should be allowed to expire and compensatory space should be provided in better locations.

Langton-Howard Mini-Park

A corner lot at Langton and Howard Streets has been developed as a mini-park in accordance with long-term community

participation. This site is centrally located and appears to be fairly well used. The equipment, benches, built-in tables and seats, and generous landscaping, should be very useful in this area. When funds are available, night lighting should be installed.

Bessie Carmichael School

Bessie Carmichael School is now staffed for recreation six days a week including weekends. During the summer months the Recreation and Park Department operates the playmobile and portable pool at the school. Usually the pool is operated at this location all summer long, and the playmobile is there two days each week. These programs are very popular and well attended. They should be continued and expanded if funds and staff become available to the Recreation and Park Department.

Recreational Needs and Opportunities

Large Park

There is a great need in the South of Market for a large outdoor park approximately three-fourths of a block in size, to serve the local youth and family population. The park should contain a playfield as well as outdoor space for passive recreation. The new park should be located north of the freeway, and west of Sixth Street, near the family residential population.

Although land costs are very high in the South of Market, the need for a major new park has long been recognized by the City, and is a critical need. Past bond issues, which were defeated, proposed such a park, and the community has been vocal in its demand for such a facility for years. If the City receives public funds for open space acquisition, or if new acquisition methods are developed within San Francisco, South of Market should receive high priority for park development.

Programs

The South of Market needs expanded recreational programming for children, young adults, and especially for the elderly. A great many South of Market residents, particularly elderly, live alone and lack the usual means of making social contacts through a family or job.

The program deficiencies in the South of Market could be met in a variety of ways. The Recreation and Park Department should be reallocated a "roving director" to conduct programs in facilities such as Canon Kip Community House, the Poppa's Club, St. Patrick's Family Center, and some of the residential hotels along Sixth Street. These facilities, within extremely limited budgets, must now assume responsibility for providing recreational and social services, which should be supported

more directly by the City. Additional programs should also be offered in the community by the Mayor's Office of the Aging. This agency has expertise in senior programs and should expand its program to residential and gathering areas in the community.

Mini-Parks

Elderly persons and many hotel residents are not highly mobile and need additional outdoor space for sitting, socializing, and relaxing close to where they live, and to the centers of community activity. South of Market has clement weather, and small parks located north of Harrison between Fourth and Sixth Streets would be accessible and useful.

Some new outdoor space may be provided through the development of Yerba Buena Center. Additional public space needs to be developed, however, closer to the existing residential hotels.

WESTERN ADDITION

Background

Low income, unemployment and high densities are problems the Western Addition planning area (which includes portions of the Haight-Ashbury) shares with other high-need neighborhoods identified in this plan. As in the Mission and Chinatown, there is a high proportion of young people placing heavy demands on recreation facilities. And as in the Central City, there is a concentration of elderly people in apartments. But unlike most other neighborhoods, part of the Western Addition is undergoing redevelopment.

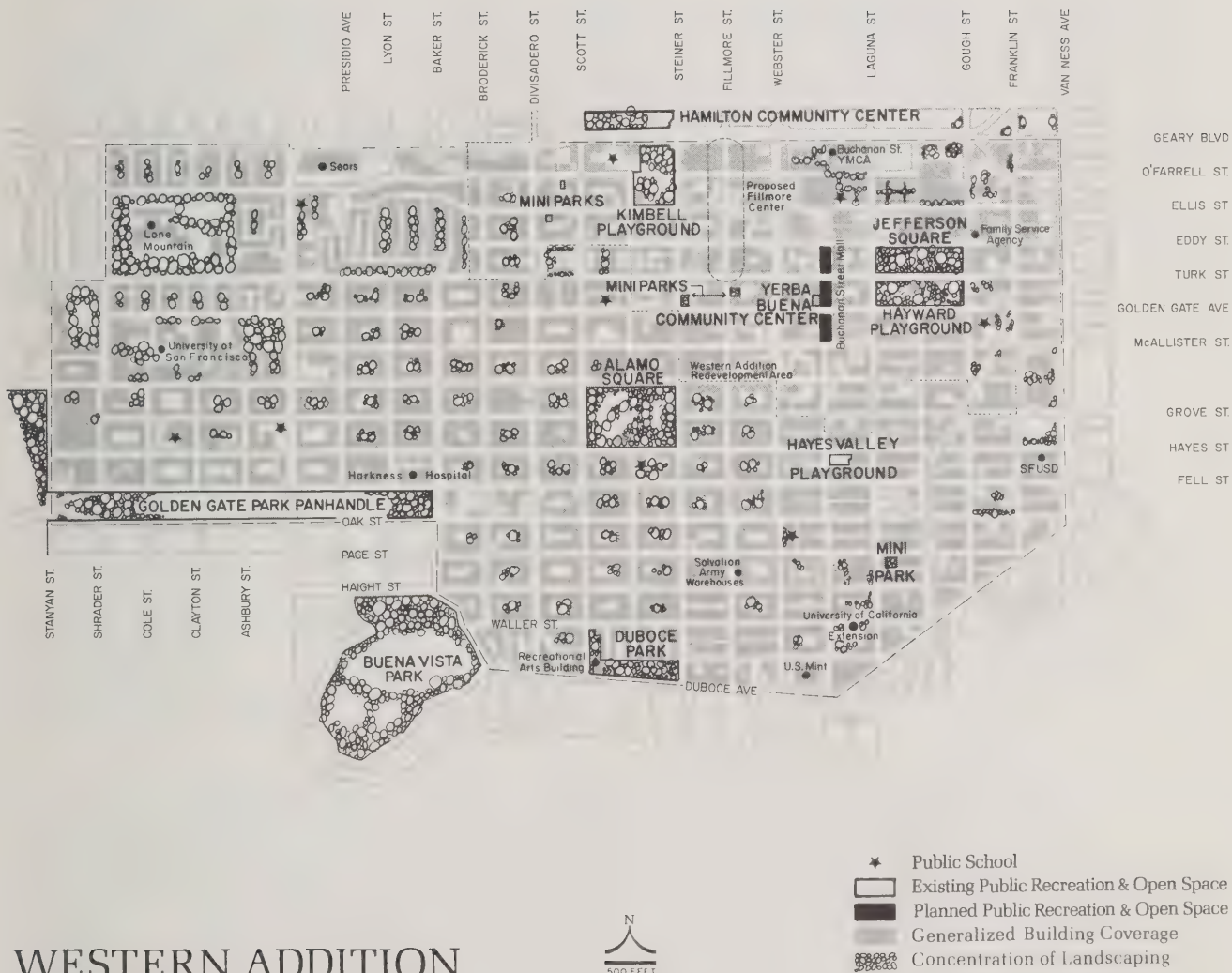
Redevelopment has brought advantages, such as new parks and new housing. It has also been disruptive, as much construction remains to be done in the project area, and large areas have remained undeveloped over long periods of time.

Residential densities in the Western Addition planning area can be expected to remain more or less constant in the future. Additional low- and moderate-income housing will be completed in the project area; and the remaining residential area may, in accord with adopted City housing policy, undergo maintenance work but not large-scale clearance and redevelopment. The need for additional recreation facilities is expected to remain unless improvements are financed through public funds.

Existing Facilities

The Panhandle

Heavy traffic on either side of the Panhandle is a major drawback to both active and passive recreation. Although the



Panhandle basketball court is well used by teenage boys, the children's play area needs improvement and is not fully used. In addition, there is a problem of safety due to heavy traffic on either side of the park.

Three actions are recommended for the Panhandle. The paved strip in the center of the Panhandle should continue to be landscaped, but a paved area adequate for two or three basketball courts should be retained. In addition, the children's play area should be improved and when possible another one added in the neighborhood north of the Panhandle. The single most important improvement to the Panhandle would involve resolving the conflict between the heavy traffic use and accessibility of the park. The Panhandle's recreational value could be greatly enhanced by increasing its accessibility to pedestrians.

Yerba Buena Senior Center

The Recreation and Park Department operates two senior centers and 18 senior programs one day a week at recreation centers and playgrounds throughout San Francisco. The Golden Gate Park Senior Center is active and a new building in Golden Gate Park is planned. The one-day-a-week programs are also very popular. The Yerba Buena Senior Center, located in the Western Addition, is not well attended. Families with children predominate and the elderly population has dwindled. Safety problems also discourage attendance. As a result, membership has declined to about 100 people, and daily attendance is considerably under full membership.

The Center has several large classrooms, a lounge, a library, large ballroom, a kitchen and outdoor patio. Two alternatives are suggested to make better use of it. First, the facility could be converted to a multiple-use family facility for various recreational, cultural, and social programs until a full-fledged senior center is again needed at that location. Second, the senior program could be continued, supplemented by busing senior citizens from the downtown area to participate in the Recreation and Park Department program at this location. Programs of this type should be conducted by agencies other than the Recreation and Park Department. One possibility may be to employ the elderly as paid staff and volunteers in the day-care program and the family center. This concept may have broader application throughout the Western Addition where it is contended that the elderly should be included in community programs rather than served by separate programs only for seniors.

Hayward Playground

The eastern portion of Hayward Playground is devoted entirely to softball fields which are heavily used by teams from throughout the city. Both fields are tightly scheduled

well in advance for evenings and weekends; and, in a sense, this portion of Hayward functions as a citywide facility, not one used mainly by the surrounding neighborhood.

The Fire Department's central alarm building, transmitting tower, and parking lot are located in the middle of Hayward Playground on the Turk Street side. This represents a dead space in terms of recreational use.

The western portion of Hayward has a number of game courts on one side, a children's play area and field on the other, and a small recreation building in the middle. This is a neighborhood facility, but use has dwindled because of redevelopment. The program for girls in the Hayward recreation building is poorly used, partly because of the demolition of the surrounding neighborhood and also because the facility itself is unattractive and inadequate.

There is a two-part solution to Hayward's problems: Athletic field floodlighting should be installed at a number of locations throughout the city such as Jackson Playground, Upper Noe, and Silver Terrace. This would permit organized league play to be distributed more equitably throughout the city, and would allow greater community use of Hayward. In addition, the west side of Hayward should be made more attractive. Improvements to the west side should wait until redevelopment is further along and more housing is completed in the area. Until that time, it may be desirable to transfer the Hayward girls' program to a more attractive location.

Hayes Valley Recreation Center

Although located in a densely populated neighborhood, Hayes Valley Playground and recreation center are not used to full potential. Part of the problem relates to safety. Another factor is that the playground is planned to serve a number of age groups, but does not meet any one group's needs adequately.

It is recommended that Hayes Valley be turned into a facility exclusively for children under 12 with an active recreation program after school and on weekends (ages 6 through 12). The lower court area should be developed for tetherball, jungle gyms, volleyball, and possibly an adventure playground. The upper area should be devoted entirely to children age 6 and younger.

Duboce Park

Duboce Park is well used by the surrounding neighborhood. The Recreational Arts Building, located at the west end of Duboce Park, offers excellent programs in photography, folk dancing and music. These programs attract people from throughout

San Francisco, and the Arts Building functions as a citywide facility rather than a neighborhood center. The neighborhood would like to use the building more frequently, but the schedule often does not permit it. The neighborhood would also like to see a more active recreation program outdoors in Duboce Park, but the program is curtailed by the physical character of the park and by limited staff.

Lasting solutions to the demands placed on Duboce Park do not lie in improvements to the park itself or in rescheduling programs at the Recreational Arts Building. These would help over the short run, but too many demands are being placed on this single park. It is narrow and sloping, and it cannot be made suitable for a full-scale active outdoor recreation program without major redesign. Clearly, another recreation facility is needed in the Haight-Fillmore.

If an indoor recreation facility to serve youths and younger adults is provided in the Haight-Fillmore, the outdoor recreation program at Duboce Park should focus on children under 12, and a portion of the park should be retained for passive recreation. In addition to improvements in the play area for young children, the park would also need new equipment designed for children age 6 through 12. Until the new indoor recreation facility recommended is opened, adequate time should be scheduled for neighborhood recreation functions in the Recreational Arts Building. If a new facility is not foreseen in the near future, these recommendations should be reassessed to allow for more extensive neighborhood use of the Recreational Arts Building as well as the Park.

Kimbell Playground

This park, developed through the redevelopment program, contains a variety of facilities for active recreation including an excellent baseball field with bleachers. This facility is very large, but it is not as well used as it could be.

With additional programs and night lighting, Kimbell could be used more extensively and could take some of the pressure off the heavily used Hayward Playground. Programs in evening hours for youth and adults should be introduced at Kimbell.

Alamo Square, Buena Vista Park, Jefferson Square

Except for safety factors, there is very little to propose for these parks. More lighting, better maintenance of existing lighting, and more frequent police patrols seem to be the most important improvements needed, especially in Alamo Square. In general, people appear to enjoy the opportunities for passive recreation provided by these parks and would rather not have them programmed for active recreation; they are interested in preserving their visual and natural qualities.

Residents would like basic improvements which would make these parks safer for sitting and walking. Capital improvements currently scheduled for them will help. Buena Vista Park, for example, will receive a new children's play area through funds from the Urban Impacted grant administered through the State. Development of this area in Buena Vista will make it more safe and useful. Similar improvements together with increased supervision are needed in Alamo Square.

Recreational Needs and Opportunities

The Western Addition is highly organized, and in recent years a series of recreation priorities have emerged. Although the priorities are preliminary and subject to revision, their clarity is directly related to the years of experience that residents of the Western Addition have had in dealing with public and private programs to improve their neighborhood. The priorities that have emerged are as follows:

Indoor Facility

More indoor recreation space is needed in the Western Addition, and specifically in the Haight-Fillmore and the area west of Divisadero. Hamilton Community Center and the YMCA on Geary are programmed close to capacity. Aside from these two important facilities, there has been a proliferation of small spaces suited to the needs of young children or very small groups. There are a great many youth and adults interested in participating in league competition athletic programs, basketball, and other sports, and there is no suitable facility provided for these activities. A gymnasium and recreation rooms to serve the Haight-Fillmore and the area west of Divisadero should be provided either by building a new facility centrally located between the two areas or by developing two indoor recreation facilities, one in each neighborhood.

The Salvation Army owns two vacant warehouses at Haight and Fillmore and plans to convert them into a major recreation facility. The City should support this plan in whatever ways it can. The gymnasiums at John Adams School and at University of San Francisco could be better used by the community. Although the John Adams gym would require modernization, expanded use by the community would be desirable.

Some consideration has also been given to developing a multi-service center in the southerly portion of the redevelopment project area. This facility would provide medical, day care, educational and recreational services in one central facility. It should be designed to serve both residents of the project area and residents of the areas immediately south and west of the project as well.

Programs

The Western Addition planning area needs more organized recreational programs. An extensive summer program and additional year-round programs are both needed. First priority is for organized recreation programs for youth age 12 and over and for children age 6 to 12. If the recommended new facilities are built, existing facilities can serve the younger age group well with increased programs. The age groups should be provided with separate programs where possible because of the difficulties in working with the two together.

One of the major factors needed to fulfill this need is greater flexibility among the staff of public, private and semi-private agencies. Greater coordination in recreation planning, and sufficient flexibility to allow interchange of staff between private and semi-private facilities could do much to respond to the program needs of the community.

Small Park

Additional open space is needed to serve the small children and older persons in the densely populated area west of Divisadero and north of Hayes Street. Although there is open space on the periphery of this area, it is inaccessible to these groups because of traffic. A medium sized neighborhood park, about half a block in size, is needed in this area.

One possibility for providing outdoor space in this area is on the South side of McAllister, between Broderick and Baker. The site is presently occupied by a large vacant apartment building, and while demolition of housing is generally an unacceptable method for obtaining open space, the dilapidated condition of this building plus the guarantee of no residential displacement make this site worth considering. It would be a good location for a park and should be designed to provide sitting areas and play areas for small children.

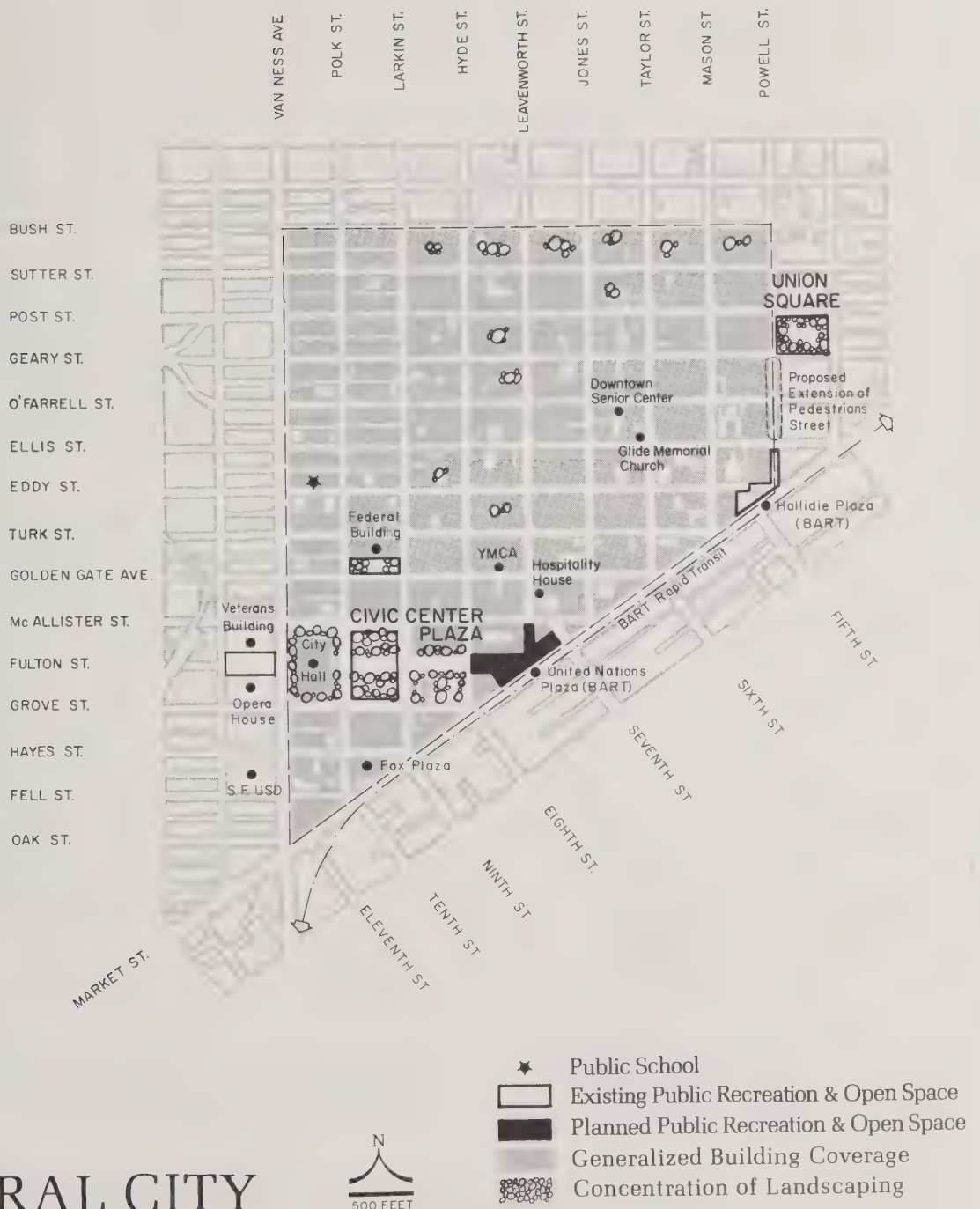
CENTRAL CITY

Background

Despite a residential population of 27,000, the Central City area is not widely considered a residential area. Located in the heart of San Francisco, it is a mix of uses ranging from commercial to civic to residential. It attracts workers by day, entertainment seekers at night, and is known for its restaurants, residential hotels, and varied retail establishments.

While the variety and color of the "Tenderloin" create a diversified environment, they also generate certain difficulties. The area has one of the highest crime rates in the city and is beset with problems of drugs, alcoholism, prostitution

CENTRAL CITY



and street crime. Many residents are young, drifting, out of work; others are elderly, retired, and often in ill health. The Central City area serves as an arrival center for many people entering San Francisco who need inexpensive housing until they find work or friends and learn their way around. Many people, especially the elderly, are forced into the Central City because of the concentration of relatively inexpensive housing, the easy access to public transportation, and the availability of stores and services.

Current municipal projects and recently adopted City policy will affect the nature of residential development in the Central City neighborhood. The San Francisco Downtown Zoning Study resulted in rezoning part of this area in 1968 to stabilize the residential use. BART stations at Civic Center and Powell Street will make the area even more accessible and could stimulate additional development of housing.

Recreational Needs and Opportunities

The recreation services in Central City are now provided entirely by private and semi-private agencies. Because of the special social problems of the area, these agencies have tended to provide unconventional recreational services, often in conjunction with educational, medical and para-medical services. Hospitality House, for example, caters to youth and adults between the ages of 18 and 28, providing a drop-in center, a creative arts workshop, employment counseling, self-help opportunities and limited medical assistance. The Downtown Senior Center offers a full daytime schedule of classes, parties and activities for the elderly, as well as social security, medical and welfare information, and employment and housing referrals. Glide Center also offers a variety of recreational programs to all age groups. These kinds of multi-use centers are successful because they are geared specifically to the needs and situation of the resident groups in the area.

Additional services are needed, and increased input of recreational services from the City to residents of this area should be forthcoming. The primary recreation needs in the area are:

Additional Recreational Services for Young Adults

The types of activities provided for adults through the various multi-service centers in the area should be strengthened and expanded. Additional recreational programs and services should be provided in conjunction with counseling, medical and para-medical services.

Because conventional Recreation and Park Department programs are not easily applicable to the Central City area and because no Recreation and Park facilities are located there,

the Department should be encouraged to provide support to the existing private and semi-private recreational agencies in the area. The Department and in some cases the Mayor's Office of the Aging should be allocated sufficient staff members to work out of several existing multi-service centers, operating crafts programs and various other recreational activities according to supplies and funds to expand and strengthen the programs offered in these multi-service centers.

Additional Facilities and Programs for the Elderly

Programs might include group expeditions to points of interest within or outside the city, to plays and amusements of various types. Movies and musical programs might be developed in existing agencies and in residential hotel lobbies. All programs should be offered to elderly residents at little or no cost.

Where possible, senior programs now being conducted in the Central City should be augmented by the Mayor's Office of the Aging and the Recreation and Park Department. An opportunity currently exists to bus senior citizens to the Yerba Buena Senior Center, a large and currently underused facility.

Outdoor Space

The Central City also needs at least one new small park. Additional outdoor space is needed for sitting, socializing, getting outdoors. These spaces should be conveniently located, accessible, highly visible, and should be designed to serve the residential population in the adjacent area. In some cases seating will be sufficient, and in other areas some children's play areas should be provided.

Two types of actions are recommended to provide this outdoor space in the Central City. Because of the high cost of land and high density of development, and because large plazas are being developed at Powell and Fulton Streets along Market, conventional park development in the southern part of the area would not be feasible. For this reason it is recommended that sidewalk widening, combined with planting and installation of sitting areas, be undertaken by the City on a number of blocks throughout the area. In addition, new development should be required to provide landscaped sitting areas adjacent to the sidewalk and accessible to the public.

However, a small park, about one-third of a block in size, should be provided in the northern half of the study area, which is densely populated and totally devoid of public open space. The park should provide sheltered sitting areas, a small children's play area, and where possible afford pleasant views. Relatively undeveloped parking areas along Sutter Street should

be explored for this type of use, as well as the site behind the Downtown Citizens Center.

CHINATOWN

Background

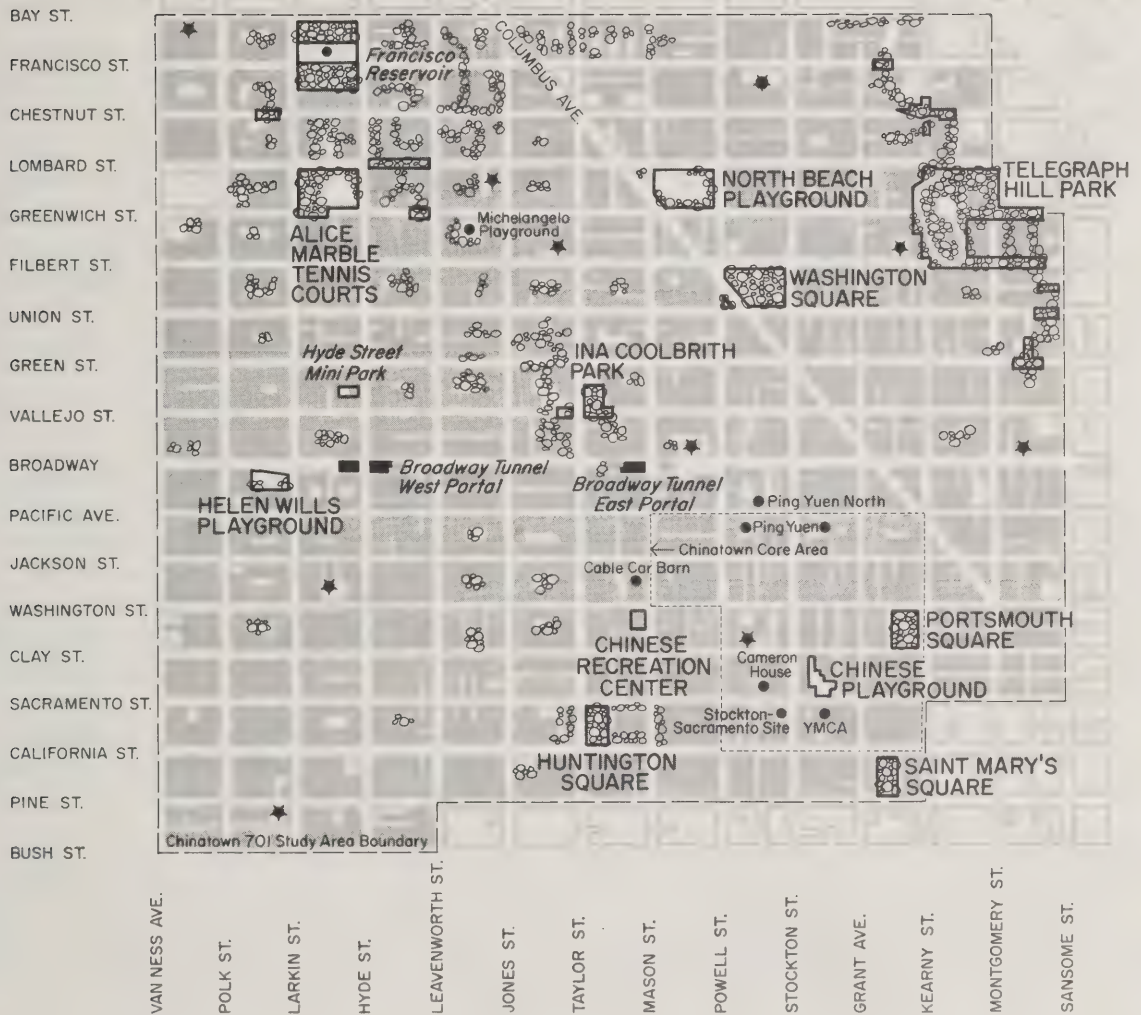
Recreation problems in Chinatown are more severe and tend to be more difficult to solve than those in most high-need neighborhoods. Although Chinatown's recreational problems--lack of recreation space and facilities, limitations in recreational programming, low income levels, crowded living conditions, large numbers of youth and elderly, and a general lack of resources to remedy the situation--are similar in nature to those in other neighborhoods covered in this plan, they are for the most part more intense. And although these problems have been recognized by government and citizens alike, progress toward solving them has been slow.

Chinatown, centered in the "core area", has long been the largest Chinese community in the country, as well as a central immigration center for Chinese. Recent changes in immigration laws have increased an already dense population concentration. Residential density in the core area of Chinatown is ten times that of the average residential area in San Francisco; some new arrivals by necessity are forced to move in with relatives and friends, thus perpetuating the most serious residential overcrowding in the city and intensifying the demand for community services.

The presence of a large immigrant community presents special problems. Language difficulties make participation in many programs difficult; cultural differences make many conventional recreational programs uninteresting, if not irrelevant, to the interests and skills of many residents.

Jobs are scarce and low-paying in Chinatown, and in general provide for little social and economic mobility. Language and cultural problems inhibit assimilation, and new arrivals continue to be tied culturally and economically to the core community. Many people do gradually move outward from the core area, thus extending the Chinatown community. The core area, however, continues to embody the most persistent and critical social problems of the Chinese community.

The location of Chinatown, adjacent to the rapidly expanding financial district, introduces an additional problem. It has made Chinatown vulnerable to increasing demands for more intensive office and commercial uses and thus to soaring land values. Market values of land have risen to a point where acquisition of vacant land by the City for recreation purposes is virtually impossible. This factor together with the simple factor of



CHINATOWN AREA

residential density and demand for land for residential purposes make cooperative and multiple use of public and semi-public recreational space necessary in planning for expansion of recreational opportunity in the area.

A Federally funded planning project has recently been completed in Chinatown. This "701" project includes detailed plans for improvements in both recreation and housing in close conjunction with neighborhood groups. Specific recreation improvement programs arising out of this study will be reviewed thoroughly by community organizations and those given the highest priority will be referred to various involved governmental bodies for implementation.

Existing Facilities

Chinese Playground

Chinese Playground is a principal recreation facility. It is centrally located in the heart of the core area and relates well to daily activities and circulation patterns. Most of the space in the playground is open, with courts and a play area. The playground is a popular facility, used by people of all ages, but as the only facility of its kind in the area is seriously overcrowded.

A number of problems including design and materials have tended to hamper use of the playground, cutting off portions of the play area and discouraging its full use.

The playground has therefore been redesigned through a joint effort of community groups and public agencies, and construction of Phase I is complete. With the recent allocation of \$135,000 Revenue Sharing funds and a \$20,000 private donation, funding is also secured for future stages of playground redesign.

Portsmouth Square

Portsmouth Square is the second major public recreation facility in the core area of Chinatown. It is heavily used by young children and family groups, and especially by elderly people. The Square provides opportunity for passive recreation, socializing, and games for older people, and for more active play for younger children. Portsmouth Square has recently been improved by the Recreation and Park Department through the addition of night lighting and new children's play apparatus.

A bridge across Kearny Street connects Portsmouth Square with indoor space at the Chinese Cultural Center. Although this indoor space was originally intended to function as an indoor recreation area in conjunction with the Square, it has not yet been developed and made available for community recreation purposes.

Organized recreational programs for families and the elderly are badly needed. The indoor space which is connected to Portsmouth Square should be made available by the owners, for organized recreation programs for the Chinatown community. Programs in the space should be conducted by responsible recreation agencies already operating in the Chinatown community such as Self-Help for the Elderly.

Recreational Needs and Opportunities

Recreational needs in Chinatown are critical at almost all levels; additional facilities and programs are needed to serve families and almost every individual age group, particularly in and around the core area. Informal priorities can be said to exist, however, for recreational facilities and programs to serve youth, elderly and families, who tend to be principal users of recreation facilities. Because of crowded living conditions, there is also a need for recreation space easily available to adults who have little spare time, who may not find such space in overcrowded homes, and who need respite from intense working conditions. More specifically, the recreational needs are:

Outdoor Play Space

For young people--junior high school and high school age and older--there is a need for more outdoor playfield space for active team sports. North Beach Playground is currently the only large play space in the entire area. Although the older youth are comparatively mobile, a new park, about one-half block in size, should be located relatively close to the core area.

Because of the prohibitive cost of acquiring this kind of space in Chinatown, much attention should be given to existing space. Some opportunities for better open space use do exist in existing projects and buildings. There is considerable amount of underused open space in the North Ping Yuen housing project, for example. The City should provide staff and equipment such as basketball standards and portable poles for volleyball to run recreation programs in this space. Pilot projects conducted in this area have been successful. Parents and grandparents who were apprehensive about having their children leave the premises could watch recreational activities from their homes and from various parts of the building. Programs at this location serve the double function of providing recreational opportunities for children who are ordinarily unable to participate in recreation programs, and involving senior citizens in supervisory activities, without having to acquire additional land. The Recreation and Park Department and the Housing Authority should cooperate to establish regular organized programs on this site.

Galileo High School, although far from the core area, contains a large outdoor football field which would be excellent for soccer, a popular sport in Chinatown. Efforts to have this field open for this purpose in summer months have been unsuccessful in the past. Cooperative effort should continue, through community groups and public agencies, to see that this major space is available for soccer with a trained director in charge.

Chinatown is in close proximity to the Northern Waterfront, an area which has major recreational potential. As recreational development proceeds on the Northern Waterfront, attention should be given to coordinating it with the recreational needs of the Chinatown community. It is recognized that the Northern Waterfront recreational areas will serve a citywide user group, but considerable opportunity should be made available to Chinatown residents in this area.

Areas for fishing and open space for active uses should be provided at these new recreation sites, and convenient transportation between them and Chinatown should be provided. Any development of new open spaces in the Piers 9-35 area should also take into account the recreational needs of the Chinatown community.

Small Parks for Tots, Adults, and Elderly

There is a crucial need for more recreational space for young children, their parents, and the elderly. The elderly are tied closely to the core area because of health limitations and because of cultural and language barriers. Additional outdoor space is needed for elderly persons to sit, socialize, and participate in surrounding community life. These same small outdoor areas could serve the large family population of Chinatown by providing pleasant areas and tot-lots for parents to take small children. These small spaces should be sheltered and centrally located in order to relate directly to community activity. Some new facilities of this type have been planned.

East Portal of Broadway Tunnel

This proposal includes construction of a mini-park in initial phases and ultimately a cover across the tunnel. Development of the project would later include closing Salmon and Himmelman Streets and acquiring and furnishing an unimproved parcel to the south of the tunnel, on which the City owns a 10-foot easement already. Recreational development of the space could provide a series of small areas for elderly and children immediately adjacent to the core of Chinatown. In addition, it is a prominent location and, if planned and developed for recreation, it could provide an important visual amenity. Recreational development would entail relatively little acquisition cost since most of the land is publicly owned, and no relocation would be

involved. Ten thousand dollars in urban beautification funds have been allocated for first phases of this development.

West Portal of Broadway Tunnel

The west portal project involves enlargement of existing public landscaped areas and rights-of-way to provide park and play space.

This redesign involves no acquisition cost since the land is publicly owned and there is no relocation. The site would provide primarily a sitting area with some play space for the very young. It is close to Helen Wills Playground and can serve the greater Chinatown community. Urban Beautification funds in the amount of \$25,000 have been allocated for this project, and detailed planning is now under way.

Stockton-Sacramento Site

Preliminary planning is under way for development of approximately 200 units of moderate- and low-income housing at Stockton and Sacramento Streets. This development will provide new outdoor play space on the site, oriented to residents of the development and to the adjacent Chinatown community as well. Proximity of the site to the core area makes it a good place for new indoor space to serve a variety of age groups and relieve some pressures in the core area.

Programs for Families and the Elderly

Additional recreational programs are needed to serve all age groups, especially families and the elderly. Programs which provide free transportation to points of interest in the city and Bay Area are especially popular among family groups. Family programs should allow families to enjoy recreational activities together as a group at little or no cost.

In addition, Chinatown needs informal indoor spaces where elderly persons and adults can gather in inclement weather with home-like atmosphere. These drop-in centers could provide places for elderly citizens to go to socialize and engage in programs or games suited to their interests. These spaces should be located in residential concentrations, so as to be easily accessible to elderly persons.

Because of the difficulty of acquiring new open space in Chinatown, the City should be prepared to provide staff to offer recreational programs in existing spaces of various kinds. Recreation and Park Department staff should not be restricted to working out of public playgrounds, but should be available to offer recreational programs in areas such as public housing sites, private and semi-private recreational agencies, and in

some cases even alley spaces. Programs such as these have the double advantage of relating to areas which are already established as gathering places, thereby reaching people who might never come to a public park or playground, and of sparing the City the expense of planning major new facilities. A great deal can be done by offering recreational programs which are well coordinated with existing social patterns in the community, and which do not depend on separate public facilities.

V. COSTS AND FINANCING

ESTIMATED COST

The programs for carrying out the Recreation and Open Space Plan include proposals for acquisition of property for new parks and public open space throughout San Francisco. Property recommended for acquisition falls into three categories: 1) hilltops, 2) waterfront, 3) high-need neighborhoods.

The proposed hilltop sites have been designated because of their important natural and visual qualities. The sites are characterized by rock outcroppings, walking paths, heavily wooded eucalyptus groves, and pleasant sitting areas. In many cases they afford dramatic views and provide small natural areas in otherwise densely developed neighborhoods. Acquisition of these hilltops would involve both public and private properties, the public properties being chiefly in the form of undeveloped street rights-of-way. Minimal recreational improvements--paths or benches--would make them highly usable. The primary costs involved would be for land acquisition.

The Shoreline Policies in the Plan recommend developing a number of new parks on the waterfront. The shorelines along the Ocean and the Bay are a unique natural resource in San Francisco and offer enormous recreational potential. While the objectives for retaining public open space along the waterfront differ between the Bay and Ocean shorelines, the importance of acquiring shoreline land remains great. Much of the western shoreline is already in public ownership; however, permanent preservation of some prime sites has not been assured. Properties such as the Cliff House-Sutro Baths site and the Olympic Country Club should be preserved for recreational use.

The eastern and northern shorelines, on the other hand, particularly between the Bay Bridge and the County line, lack suitable public open space. Additional waterfront recreation areas need to be developed along these areas. Much of the northern and eastern shoreline is under the jurisdiction of the Port Authority. While the land along the northern waterfront is for the most part developed, except for the pier areas, the land along the eastern waterfront is composed primarily of industrial areas and undeveloped marshlands. The eastern shoreline contains the only remaining natural shoreline in San Francisco. Major development will be required to create the proposed recreation areas in this location.

Finally, one of the most important objectives of the Recreation and Open Space Plan calls for new parks and recreational facilities in the five high-need neighborhoods: Mission,

PROPERTIES RECOMMENDED FOR PUBLIC ACQUISITION

| Site | Estimated Acreage | | Estimated Acquisition Costs of Private Property | |
|-----------------------|-------------------|---------|--|----------------|
| | Public | Private | Assessed Value | Market Value |
| HILLTOPS ¹ | | | | |
| Kite Hill | .26 | 2.53 | \$ 64,750 | \$ 323,750 |
| Tank Hill | -- | 3.04 | 54,875 | 274,375 |
| Ryder Property | -- | .99 | 7,750 | 38,750 |
| Martha Hill | .45 | 1.60 | 20,425 | 102,125 |
| Lakeview Ashton | .55 | .26 | 2,100 | 10,500 |
| Josiah Ridge | -- | .55 | 3,300 | 16,500 |
| Lakeview Summit | .28 | .30 | 1,250 | 6,250 |
| Columbia Heights | .38 | .93 | 10,050 | 50,250 |
| | | | | <u>822,500</u> |

WATERFRONT²

| | | | | |
|--|-------|--------|------------|-----------|
| Cliff House/ Sutro Baths ³ | -- | 12.50 | 660,777 | 3,964,662 |
| San Francisco Golf Club ⁴ | -- | 143.99 | 545,678 | |
| Olympic Country Club ⁴ | 15.00 | 152.49 | 385,678 | |
| North Point Park | 15.00 | -- | Port Owned | |
| Columbus Square | -- | .93 | 304,900 | 1,830,000 |
| China Basin Channel | 9.84 | -- | Port Owned | |
| Central Basin | 11.47 | -- | Port Owned | |
| Warm Water Cove | 4.25 | -- | Port Owned | |

¹In estimating the costs that would be involved in land acquisition, an assessed to market dollar value ratio of 1:5 was used. It was estimated that in an R-2 to R-3 zone the market value would be approximately five times the assessed value.

²Market value was determined for the private properties by using the assessed to market value ration of 1:4 or 1:6 depending upon the zoning. In many cases along the eastern waterfront, exact acreage was difficult to determine as many street rights-of-way, narrow pedestrian access paths, and submerged and unassessed lands are involved. Much of the shoreline land is in public ownership, under Port jurisdiction, thus no acquisition cost is indicated.

³Proposed for acquisition by Federal government.

⁴Property could be acquired only if discontinued as a private golf course.

| Site | Estimated Acreage | | Estimated Acquisition Costs of Private Property | |
|---|-------------------|---------|--|------------------|
| | Public | Private | Assessed Value | Market Value |
| WATERFRONT (continued) | | | | |
| India Basin | 2.00 | 53.96 | \$321,930 | \$1,931,500 |
| Candlestick Shoreline Park ⁵ | 90.00 | 178.00 | 582,367 | |
| HIGH-NEED NEIGHBORHOODS ⁶ | | | | |
| <u>Mission District</u> | | | | |
| Large Park | -- | 2.50 | | 1,125,000 |
| Mini Park | -- | .05 | | 41,500 |
| Mini Park | -- | .05 | | 41,500 |
| Gymnasium | | 1.25 | | 575,000 |
| | | | | <u>1,783,000</u> |
| <u>South of Market</u> | | | | |
| Large Park | -- | 3.40 | | 2,300,000 |
| Mini Park | -- | .05 | | 93,000 |
| Mini Park | -- | .05 | | 93,000 |
| Indoor Recrea- tion Space | -- | 1.25 | | 1,000,000 |
| | | | | <u>3,486,000</u> |
| <u>Western Addition</u> | | | | |
| Medium Park | -- | 1.25 | | 235,000 |
| Large Indoor Facility | -- | 1.25 | | 235,000 |
| | | | | <u>470,000</u> |
| <u>Central City</u> | | | | |
| Medium Park | -- | 1.25 | | 1,425,600 |
| <u>Chinatown</u> | | | | |
| Medium Park | -- | 1.25 | | 378,000 |
| Mini Park | -- | .05 | | 84,000 |
| Mini Park | -- | .05 | | 84,000 |
| | | | | <u>546,000</u> |

⁵Proposed for acquisition by State government.

⁶Estimates of acreage and land acquisition costs in the neighborhoods were more difficult than in the case of the specifically defined sites. General acreage figures were determined according to the block size involved, as a large park is generally considered one block in size. Land acquisition costs were based on an "average" or typical block in each neighborhood. Market value was then determined by multiplying the assessed value times 5 or 6 depending upon zoning. In the neighborhoods, acquisition costs will vary widely according to the existing improvements on the land; thus, the figure derived for an "average" block in the neighborhood was used in estimating all land acquisition costs in each neighborhood.

South of Market, Central City, Western Addition, and Chinatown. The demand for recreation and open space in these areas far exceeds the supply. The areas which have been recommended for acquisition are generally not natural parks, but sites which have to be selected, acquired, and new parks and facilities developed on them. The potential sites or site areas which have been identified in the Plan have been developed in conjunction with community groups. Recreational needs have been identified by the neighborhoods, and new plans for recreational development should be in accordance with each of the community's expressed concerns.

The attached chart gives a rough estimate of the acreage and acquisition costs which would be involved in carrying out these programs. These costs are only to serve as an estimate in giving a range of possible land values which might be involved. They are not exact costs; the market value of these lands will change according to the degree they are subjected to development pressures.

FINANCING

If these new parks are to be developed, the City will need an aggressive program to raise funds.

Open Space Grant Programs

The City should continue to use available Federal and State open space grant programs, despite the fact that it has often been difficult for the City to provide the required 50 percent matching funds. Some large cities have substantial capital improvement programs and construction projects financed through general obligation bonds which are scheduled in a manner to maximize the Federal grants generated. In the future, San Francisco should pursue a similar strategy for park development. Although the City's Capital Improvement Program is not large, the local share can be generated from a number of sources. For example, the City recently generated some open space grant money from portions of Port general obligation bonds and from donations of individuals and foundations.

Direct State and Federal Funding

Some costs can be borne directly by the State and Federal governments. For example, the Sutro Baths-Cliff House area has been included in the Golden Gate National Recreation Area, with the consequence that those properties will be acquired and developed with Federal funds. Similarly, funds for acquiring property for the Candlestick Shoreline Park have been included in the current State budget. The City should continue to look for opportunities for direct State or Federal financing of the acquisition and development of other recreation and open space land.

Use of Local Funds

Other jurisdictions set aside a fixed annual amount for open space acquisition. The East Bay Regional Park District, for example, taxes ten cents per \$100 assessed value on property to generate approximately \$4 million annually in funds expressly reserved for open space acquisition. San Mateo County recently voted to transfer an amount equal to 10 cents per \$100 assessed value into a similar fund, and Marin County, in its last election, established an open space district with the power to tax for the purpose of open space acquisition. The City should pursue the possibility of establishing a San Francisco Open Space Acquisition and Development Fund funded from local revenues. The fund would have a single purpose: creation of new public parks and recreation facilities in accordance with the Recreation and Open Space element of the Master Plan. The fund could be used to generate matching grants from the Federal and State governments, and could also act quickly and independently to purchase open space land threatened by development. Parcels which are designated for open space acquisition in the Recreation and Open Space element of the Master Plan could be purchased through such a fund and held by the City until adequate funds were available to develop them for recreation. The fund should be used for open space acquisition and park development but not daily operations and maintenance.

CITY PLANNING COMMISSION RESOLUTION

RESOLVED, That the City Planning Commission does approve the action programs described in the document entitled "Recreation and Open Space Programs; Recommendations for Carrying Out the Recreation and Open Space Element of the Comprehensive Plan of San Francisco" dated July 1973, and judges these programs to constitute appropriate action programs for implementing the newly adopted Recreation and Open Space element of the Comprehensive Plan;

RESOLVED, That the City Planning Commission does authorize the Director of Planning to take all reasonable steps to attain implementation of the said programs...

The Resolution was passed unanimously by the City Planning Commission on July 19, 1973.

CITY AND COUNTY OF SAN FRANCISCO

JOSEPH L. ALIOTO, MAYOR

CITY PLANNING COMMISSION

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